
STATE OF WISCONSIN

CIRCUIT COURT

RACINE COUNTY

In Re:

THE MATTER OF INCORPORATION
OF LANDS COMPRISING THE TOWN
OF MOUNT PLEASANT

Case No. 98-CV-0982

Theresa A. Wintis, Representative of
the Petitioners for the Incorporation of the
Village of Mount Pleasant,

Petitioners

DETERMINATION OF THE WISCONSIN DEPARTMENT OF ADMINISTRATION

June 5, 2003

It is the function of the Department of Administration, henceforth referred to as the Department, to prepare findings and to make a determination as to whether the territory petitioned for incorporation meets the applicable standards prescribed in Section 66.0207, Wis. Stats. Having completed that task, the analysis and findings are attached.

In summary, it is the DETERMINATION OF THE DEPARTMENT OF ADMINISTRATION that, when considering the petition submitted to the Circuit Court by the petitioners, under Section 66.0207, Wis. Stats.:

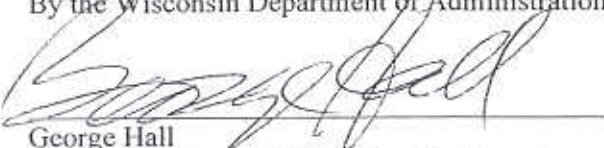
STANDARD 1 (a), Homogeneity and Compactness - met
STANDARD 1 (b), Territory Beyond the Core - met
STANDARD 2 (a), Tax Revenue - met
STANDARD 2 (b), Level of Services - not applicable
STANDARD 2 (c), Impact on the Remainder of the Town - not applicable
STANDARD 2 (d), Impact on the Metropolitan Community - met

All of the above is discussed in greater detail in the body of the Determination. The Determination of the Department to the Circuit Court, as prescribed by s. 66.0203(9)(e)2, Wis. Stats., is as follows:

THE PETITION AS SUBMITTED SHALL BE GRANTED AND AN
INCORPORATION REFERENDUM HELD.

Dated this 5th day of June, 2003.

By the Wisconsin Department of Administration:



George Hall
Director of Municipal Boundary Review
Wisconsin Department of Administration



Mark Saunders
Deputy Counsel
Wisconsin Department of Administration

cc. The Honorable Wayne J. Marik, Racine County Circuit Court
Theresa A. Wintis, Representative of the Petitioners
Mary Schultz, Alternate Representative of the Petitioners
Attorney William F. White
Attorney Daniel P. Wright
Attorney H. Stanley Riffle
Attorney William E. Dye
Attorney James H. Baxter III
Attorney Elaine Sutton Ekes
Attorney Robert E. Hankel
Attorney Kenneth F. Hostak
Attorney Timothy J. Pruitt
Mark M. Gleason, Chairman, Town of Mount Pleasant
Kevin O'Donnell, Administrator, Town of Mount Pleasant

Juliet Edmands, Clerk/Treasurer, Town of Mount Pleasant
Gary Becker, Mayor, City of Racine
Karen Norton, Clerk, City of Racine
Steven Jansen, President, Village of Sturtevant
Barbara Pauls, Clerk, Village of Sturtevant
Audrey Viau, President, Village of Elmwood Park
Cindy Naeve, Clerk, Village of Elmwood Park
Susan Greenfield, Chair, Town of Caledonia
Wendy M. Christensen, Clerk, Town of Caledonia
James E. Moyer, Chair, Town of Yorkville
Judy Aimone, Clerk, Town of Yorkville
Norman Anderson, Chair, Town of Raymond
Karie L. Torkilsen, Clerk, Town of Raymond
Carol Fischer, Chair, Town of Somers
Kay E. Goergen, Clerk, Town of Somers
Jeanne Tomasek, Clerk, Village of Wind Point
June Reich, Clerk, Village of North Bay
Taraesa L. Wheary, Clerk of Courts, Racine County
Brian O'Connell, Racine County Department of Development
Arnold Clement, Director, Racine County Department of Planning and Development
George Melcher, Director, Kenosha County Department of Planning and Development
Phillip Evenson, Director, Southeastern Wisconsin Regional Planning Commission

TABLE OF CONTENTS

INTRODUCTION	1
SECTION 1(a) HOMOGENEITY AND COMPACTNESS	3
PHYSICAL AND NATURAL BOUNDARIES	4
<i>Topography</i>	4
<i>Drainage Basins</i>	5
<i>Physical boundaries</i>	5
<i>Critical Species</i>	9
ENVIRONMENTAL CORRIDORS, WETLANDS AND NATURAL AREAS.....	11
AMBIENT AIR QUALITY	16
HISTORICAL, ARCHAEOLOGICAL OR ARCHITECTURALLY SIGNIFICANT RESOURCES.....	17
TRANSPORTATION	19
<i>Highways and Roads</i>	20
<i>Public Transit</i>	24
POLITICAL BOUNDARIES.....	24
<i>Schools</i>	28
<i>Water Supply & Waste Treatment District</i>	30
SHOPPING AND SOCIAL CUSTOMS.....	33
<i>Employment and Shopping</i>	33
<i>Social opportunities</i>	35
SUMMARY OF CURRENT LAND USES	39
SECTION 1(A) DETERMINATION.....	43
SECTION 1(b) TERRITORY BEYOND THE CORE.....	48
MASTER PLAN	49
SEWER SERVICE AREA.....	50
BUILDING PERMIT DATA	51
SECTION 1(B) DETERMINATION	51
SECTION 2(a) TAX REVENUE	53
EXPENDITURES	54
PROPERTY TAX BASE	55
PROPERTY TAX RATES	56
RACINE AREA SEWER AND REVENUE SHARING AGREEMENT	57
SECTION 2(A) DETERMINATION.....	59
SECTION 2(b) LEVEL OF SERVICES.....	60
SECTION 2(c) IMPACT ON THE REMAINDER OF THE TOWN	61
SECTION 2(d) IMPACT UPON THE METROPOLITAN COMMUNITY.....	62
COOPERATION WITH AREA JURISDICTIONS.....	63
PUBLIC SERVICES	65
HOUSING	66
SECTION 2(D) DETERMINATION.....	66
APPENDIX 1: REFERENCES AND ACKNOWLEDGEMENTS	68
ADDITIONAL MATERIALS REFERENCED	71
<i>Exhibit List</i>	71
ACKNOWLEDGEMENTS	73
APPENDIX 2: DEPARTMENT CONTACTS MADE DURING RESEARCH AND ANALYSIS	74
APPENDIX 3: MOUNT PLEASANT MAPS.....	75
<i>Table of Contents</i>	75

INTRODUCTION

The Town of Mount Pleasant is located immediately west of the City of Racine in Racine County and west of Lake Michigan. As with other municipalities immediately surrounding the City of Racine, the Town of Mount Pleasant is profoundly influenced by the City, the metropolitan area, and the region as a whole. (Please refer to Map 1, Appendix 3 for an illustration of the regional context for the Town of Mount Pleasant.)

The Racine metropolitan area is part of the seven county southeastern Wisconsin region of the state that includes Kenosha, Milwaukee, Racine, Walworth, Washington and Waukesha counties, which is expected to continue to undergo urban growth and development.¹ This region currently possesses over 40% of the state's tangible wealth and provides close to 40% of all employment in the State and also offers a myriad of business, transportation, government services, education, culture, entertainment and other services.²

Amidst this regional context, metropolitan forces often create pressures for more intense commercial, industrial, institutional, residential and recreational land uses transitioning to less intense land uses, such as agriculture, within the metropolitan area. In the case of Mount Pleasant, the town experiences urbanization pressures as a result of its proximity to the City of Racine to the east, Milwaukee to the north via I-94 connectivity, and heavily urbanized areas of Kenosha to its south. As a result of these pressures, the town's population has steadily increased. Mount Pleasant's 2002 estimated population was 23,629, confirming its status as one of the two most populous towns in the State of Wisconsin.³ From 1990 to 2000, the Town of Mount Pleasant's population increased by 15.2%, from 20,084 to 23,142 while the City of Racine's population decreased 2.9%, from 84,298 to 81,855.⁴ In addition, the Town's land uses include a mix of commercial/retail uses located along major transportation corridors as well as some industrial uses in the geographic Town center. However, according to the December 2002 "Year 2030: Master Plan for Land Use and Transportation- Mt. Pleasant, Racine County, Wisconsin," agriculture remains the Town's dominant land use. The 2030 Master Plan, which has been adopted by the Town's Plan Commission on January 22, 2003 and is expected to be adopted by the Town Board in 2003, reports that 60.1% of Mount Pleasant's land is currently in agricultural use and approximately 31% of the Town will remain in agricultural use protected under Agricultural Districting until 2030.⁵

¹ *A Regional Land Use Plan for Southeastern Wisconsin - 2010*. 1992. Southeastern Wisconsin Regional Planning Commission. Statement of the Chairman.

² Ibid, at pg. 5.

³ *Memorandum in Support of the Town of Mt. Pleasant's Petition for Incorporation as Village*. January 2003. Representative of the petitioners for the Incorporation of the Village of Mount Pleasant, Attorney William F. White of Michael Best & Friedrich LLP., pg. 1.

⁴ *Economic Profile: Town of Mount Pleasant*. 2000. Wisconsin Department of Revenue; *Economic Profile: City of Racine*. 2000. Wisconsin Department of Revenue.

⁵ Draft: *Cooperative Boundary Plan Between the Village of Sturtevant and the Town of Mount Pleasant, Racine, Wisconsin*. February 10, 2003. Prepared under the Direction of the Village of Sturtevant Village Board and the Town of Mount Pleasant Supervisors, pg. 10; *Year 2030: Master Plan for Land Use and Transportation - Mt. Pleasant, Racine County, Wisconsin*. December 2002. Crispell-Snyder, Inc., pg. 56-D; *Memorandum on Homogeneity and Compactness Elements of the Village of the Incorporation of the Town of Mount Pleasant as a Village*. February 17, 2003. Brief of Attorney William F. White, Michael Best & Friedrich LLP. pg. 4. The amount of acreage remaining in agricultural land is proposed to be reduced by 4.2 square miles, with a corresponding substantial reduction in the 31% figure, pending approval by the WDNR of draft recommendations contained in *Sanitary Sewer Service Area for the City of Racine and Environs* (SEWRPC, Community Assistance Planning Report No. 147, in press).

The territory comprising the proposed village includes all of the 22,494 acres in the Survey Township of Mount Pleasant, including part or all of T.3N-R.22E. Sections 1-36 and part or all of T.3N. – R.23E. Sections 6-7, 28-31. The southern boundary is County Trunk Highway (CTH) “KR,” which serves to physically separate Mount Pleasant from the Town of Somers, Kenosha County. Interstate Highway (I) “94”/United States Highway (USH) “41” act as the Town’s western boundary and also serves to physically separate Mount Pleasant from the Town of Yorkville in Racine County. Mount Pleasant is bordered by the Town of Caledonia to the north, a boundary that overlaps with CTH “K” and State Trunk Highway (STH) “38” in parts, until Mount Pleasant’s border meets the City of Racine. Beginning in northeastern T.3N. – R.23E. Section 6, the boundary shared between the Town of Mount Pleasant and the City of Racine roughly follows STH “31” southwest until STH “11” where the boundary resumes in an irregular eastward direction until it meets Lake Michigan. In a small portion of this shared boundary, in T.3N-R.23E. Section 30, the Village of Elmwood Park lies between the City of Racine and the Town of Mount Pleasant. While the City of Racine forms most of the Town’s eastern boundary, Lake Michigan serves as the eastern boundary for the two most southeasterly Town Sections. It is also important to note that also the Village of Sturtevant lies within the Town’s borders representing the boundaries of the proposed Village. The Town of Mount Pleasant wholly surrounds the Village of Sturtevant, which comprises T.3N. – R.22E. Sections 16, 17, 20-22, 27, and 28. (Please refer to Map 2, Appendix 3 for a depiction of the proposed Village of Mount Pleasant boundaries.)

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

The standard to be applied is found in §66.0207(1)(a) and is as follows:

The entire territory of the proposed village or city shall be reasonably homogenous and compact, taking into consideration natural boundaries, natural drainage basin, soil conditions, present and potential transportation facilities, previous political boundaries, boundaries of school districts, shopping and social customs.

In addition to the statutory factors cited above, Pleasant Prairie v. Department of Local Affairs & Development⁶ (referred to as Pleasant Prairie I) also allows the Department to consider land-use patterns, population density, employment patterns, recreation and health care customs.⁷ Thus, Pleasant Prairie I gives the Department flexibility. However, this flexibility applies to consideration of factors in addition to enumerated factors, rather than flexibility in elimination, removal or reduction of an enumerated factor. In addition, Pleasant Prairie I allows the Department to consider the amount of agricultural land in a proposed village in determining homogeneity because this requirement “seeks to ensure that an area is urban rather than rural.”⁸

This seminal municipal boundary case reflects the intent of the incorporation legislation enacted in 1959, which equated “an evidenced pattern of significant land development” with the terms “reasonably homogeneous and compact.”⁹ Subsequent legislative enactment’s found in Chapters 59 through 66 have intrinsically expanded the definition of “urban” to include such aspects as intergovernmental agreements, and urban service areas. While no court has yet construed the relevancy of these subsequent enactment’s as they may apply to the municipal incorporation statute, the Department believes that these collective legislative enactment’s should be considered when defining an urban area.

The facts surrounding each incorporation petition are different. However, in each case and for each requirement, the Department must be able to state that, even though the situation presented may not be entirely perfect, *when taken as a whole*, the facts support a finding of homogeneity and compactness. Furthermore, previous Departmental determinations have found that the requirement for homogeneity and compactness is an objective standard. In the incorporation determination for the Village of Powers Lake in Kenosha County, the Department found that it ought not to look to the type of community involved to determine whether or not homogeneity and compactness are rationally related to the nature of the community, because “the statutes only distinguish between cities and villages and between metropolitan and isolated cities and villages.”¹⁰ Since the 1980s, Department determinations have described in detail the reasons for finding whether or not an incorporation criterion is met or not met.

⁶ Pleasant Prairie v. Department of Local Affairs & Development, 108 Wis.2d 465 (Ct.App. 1982), affirmed, 113 Wis.2d 327 (1983).

⁷ Ibid, at pg. 337.

⁸ Ibid, at pg. 334.

⁹ *Report of the Interim Urban Programs Committee*. January 1959. pg. 15.

¹⁰ *In Re the Petition to Incorporate the Village of Powers Lake, Kenosha County*. October 1, 1999. pgs. 11-12; Walag v. Wis. Department of Administration, 634 N.W.2d 906 (Ct.App. 2001).

Physical and Natural Boundaries

Topography

Map 3, Appendix 3 shows the topography for the Town of Mount Pleasant. The landforms of Mount Pleasant and the land surface patterns of Racine and Kenosha counties are generally characterized by a gentle undulating plain sloping eastward towards Lake Michigan.¹¹ In Mount Pleasant, the topography is flat to gently rolling with slopes below five percent.¹² Elevations range from up to 850 feet (above mean sea level) at areas around the Town's western boundary to as low as 580 feet (above mean sea level) at the Town's southeastern boundary along Lake Michigan, though most of the town is between 650 to 750 feet in elevation.¹³ The topographic features of the region are the result of repeated stages of glaciation, the last of which occurred approximately 11,000 years ago and created ground and recessional moraines, abandoned lake basins, outwash plains, kames, eskers, and drumlins throughout southeastern Wisconsin.¹⁴ This glaciation process created the topographic outlines present in Mount Pleasant, which are characterized by three parallel morainal ridges located between the Town's Western border at I-94 and the Town's northeast near the Root River.¹⁵ Stream flows are generally north to south across the eastern slopes of these moraines.¹⁶

The underlying bedrock geology of the proposed incorporated area, like nearly all of Racine County, consists of Niagara dolomite (lannon stone) from the Silurian system, which is fine to coarse crystalline, thick to thin-bedded and approximately 100 feet in thickness.¹⁷ Silurian rocks may yield small to large amounts of water for domestic wells from the Niagara aquifer; this Niagara aquifer is the primary shallow aquifer in Racine and Kenosha counties, which lies above the semi-permeable Maquoketa Shale that separate the Niagara aquifer from the deepest sandstone aquifer below.¹⁸ Water yields from the Niagara aquifer vary depending upon the number of crevices and solution cavities in the area's dolomite bedrock. Recharge to the Niagara aquifer derives from precipitation that percolates through the soil and bedrock, once water reaches the aquifer, it then moves from west to east and discharges into Lake Michigan and into some area rivers.¹⁹ According to the Wisconsin Department of Natural Resources, the threat of groundwater contamination is an issue for the large eastern dolomite aquifer (which includes the Niagara aquifer) when fractured dolomite bedrock exists at or near the land surface. Groundwater in shallow portions of the eastern dolomite aquifer can easily become contaminated since there is little or no filtration to remove pollutants, which may result in groundwater quality problems, such as bacterial contamination.²⁰ However, throughout the Town of Mount Pleasant, depth to bedrock is greater than 30 inches.

¹¹ *Water Resources of Racine and Kenosha Counties, Southeastern Wisconsin*. 1970. United States Government Printing Office, Washington. pg. 6.

¹² Draft: *Cooperative Boundary Plan Between the Village of Sturtevant and the Town of Mount Pleasant, Racine, Wisconsin*. pg. 7.

¹³ *Southeastern Wisconsin Regional Planning Commission Planning Report No. 25*. April 1975. pg. 113. (Exhibit 24 of Petitioners).

¹⁴ *Ibid*, at pg. 112.

¹⁵ Draft: *Cooperative Boundary Plan Between the Village of Sturtevant and the Town of Mount Pleasant, Racine, Wisconsin*. pg. 7.

¹⁶ *Ibid*.

¹⁷ *Southeastern Wisconsin Regional Planning Commission Planning Report No. 25*. pg. 116.

¹⁸ *Water Resources of Racine and Kenosha Counties, Southeastern Wisconsin*. 1970. pgs. 10-12, 14, 21.

¹⁹ *Ibid*, at pg. 21, 24.

²⁰ *Wisconsin's Natural Resource Magazine: Protecting Wisconsin's Groundwater Buried Treasure*. August 1999. See "Wisconsin's Aquifers" at <http://www.wnrmag.com/supps/1999/aug99/under.htm#aquif>.

Drainage Basins

Three major watersheds divide the Town of Mount Pleasant, including the Root River, Pike River, and Des Plaines River Watersheds.²¹ Land-surface drainage generally occurs in two major directions in the Town. The Des Plaines River Watershed drains southward into the Mississippi River system, while the Root and Pike Watersheds flow eastward into Lake Michigan.²² Within these larger water systems, several drainage basins and smaller watersheds exist to drain water, sediment, and dissolved materials from the Town lands (see Map 4, Appendix 3, that depicts the major watersheds in and around Mount Pleasant). Southwestern Town Sections are drained by the Des Plaines River Watershed, while the upper northwest corner of the Town is drained by the East Branch Root River Canal. The smaller Hood's Creek basin drains the remaining majority of the Town's northwest corner extending as far south as the east-west tracks of the Canadian Pacific Railway and reaching to north central portions of the jurisdiction. Abutting the north central Sections of the Hood's Creek drainage basin is the Root River drainage basin, which drains the Town's northeastern Section. The southeastern Sections of the Town drain directly into Lake Michigan. Despite the existence of numerous drainage basins, most of Mount Pleasant is drained by the centrally located Pike River drainage basin and small portions of two southwestern Sections are drained by the Pike River/Pike Creek drainage basin.

Urban development in areas surrounding the Pike River Watershed has resulted in an increased storm water runoff from new roads, rooftops and other developments, which present flooding and erosion problems around the Pike River and also threatens to degrade water quality in the Watershed.²³ To address these problems, improvements will be made to the north branch of the Pike River in Mount Pleasant through a "Pike River Rehabilitation Plan."²⁴ The Mount Pleasant Stormwater Utility District will act as a key partner in improving the Pike River Watershed area.²⁵ The WDNR approved and permitted concept plan involves a multi-year improvement project targeting 5.7 miles of the Pike River channel within a 17 square mile drainage basin in Mount Pleasant in order to achieve flood control by increasing floodplain storage and floodway conveyance capacity through four large floodplain enhancement areas.²⁶ Please refer to the Environmental Corridors, Wetlands & Natural Areas Section of this determination for a further discussion of the Pike River Rehabilitation Plan and storm water issues.

Physical boundaries

Please refer to the physical boundaries map, Map 5, Appendix 3. Rather than natural physical boundaries, transportation corridors and political jurisdictions form the Town's major boundaries. Only two southeastern Sections of the proposed Village of Mount Pleasant are bounded by a natural physical boundary – Lake Michigan. While a small segment of the Root River meanders around the Town's northeastern border with the City of Racine, it does not appear to determine the jurisdictional boundary. Interstate and county highways form the western, southern, and northern boundaries of Mount Pleasant; I-94/USH 41 bounds the Town on its west, CTH "KR" bounds the town on its south, while CTH "K" bounds the town on its north. Mount Pleasant's boundaries to the east are politically-based. The eastern Town boundary meets the City of Racine

²¹ *Annual Report: SEWRPC Watershed Studies Under Way or Completed: 2000*. 2001. Southeastern Wisconsin Regional Planning Commission.

²² *Water Resources of Racine and Kenosha Counties, Southeastern Wisconsin*. 1970. pg. 7.

²³ *Pike River: Sustaining The Past, Present And Future Of Our Community, Once threatened. Now in transition*. 2001. Crispell-Snyder, Inc. (Exhibit 23 of Petitioners).

²⁴ *Ibid.*

²⁵ *Pike River Improvements: Mount Pleasant Stormwater Utility District, Racine County, Wisconsin*. 2001. Crispell-Snyder, Inc. (Exhibit 23 of Petitioners).

²⁶ *Ibid.*

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

irregularly along STH “31” and around STH “11”; this shared boundary includes a few town islands and several town peninsulas. The Village of Elmwood Park, which lies between the City of Racine and the Town in southeastern Mount Pleasant, briefly interrupts the shared boundary between Racine and Mount Pleasant.

The Pike River cuts through the center of Mount Pleasant in Sections 10-11 through Section 23, where it then runs adjacent to the irregular shared boundary of the Town of Mount Pleasant and City of Racine, and continues through Sections 26-27, and 35 where it flows into the Town of Somers in Kenosha County. Given the existing political boundaries, the Pike River acts as a natural boundary that divides Mount Pleasant into three general areas: (1) the southeastern most urbanized area lying east of the Pike River and south of the City of Racine peninsula in Section 23, (2) the northeastern less urbanized area lying east of the Pike River and north of the City of Racine, (3) and the western agricultural area lying west of the Pike River and surrounding the Village of Sturtevant in a U-shape pattern.

There are seven existing bridge crossings and two additional bridge crossings to be developed as part of the Pike River Rehabilitation Plan over this 5.7-mile river in Mount Pleasant.²⁷ State Trunk Highways and a County Trunk Highway create four of the existing crossings and three Town roads provide residents the opportunity to access Mount Pleasant areas. As a result of the ability to traverse the area via transportation facilities, this river does not present a significant physical barrier.

In addition, the Village of Sturtevant is located entirely in the Town of Mount Pleasant in parts of T.3N. - R.22E. Sections 9, 20-22, 27-28. Again, please refer to Map 5 to provide an orientation of the location of the Village of Sturtevant. At present, a land exchange between Mount Pleasant and the Village of Sturtevant is being negotiated pursuant to s. 66.0307, which contemplates a township Section location, but it is not in effect as of the date of this determination. The dashed lines on Map 5 indicate the proposed boundary changes. Please see the “Political Boundaries” Section of this determination for more information on this jurisdictional boundary issue. The location of the Village is significant in terms of physical boundaries because it presents a disconnect in Mount Pleasant between Braun Road and STH “20,” separating most of the Town from its western agricultural areas. In fact, the current northern Village boundary, which is scheduled to change with the adoption of a new boundary agreement, intersects STH “20,” a major transportation corridor running through the Town of Mount Pleasant.

Soils

An examination of soils is important for a number of reasons. Soils influence vegetation and wildlife, and also affect rainfall or snow melt runoff into rivers, lakes and wetlands and infiltration into the ground. Furthermore, soils determine the developability of lands based on septic tank suitability as well as the ability to support road infrastructure and foundations for structures (also referred to as dwelling potential).

²⁷ *Pike River Preliminary Design*. June 2002. Crispell-Snyder, Inc. (Exhibit 13 of Petitioners).

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

The area proposed for incorporation includes four types of soils associations.²⁸

- 1) Boyer-Granby association: Well-drained to very poorly drained soils that have a loam to sand subsoil; underlain by sandy glacial outwash on ridges and knobs and in drainageways and depressions.
- 2) Hebron-Montgomery-Aztalan association: Well-drained to poorly drained soils that have a loam to silty clay subsoil; underlain by clayey to loamy lacustrine and outwash material on hills, knobs, and lake plains.
- 3) Morley-Beecher-Ashkum association: Well-drained to poorly drained soils that have a silty clay loam subsoil; formed in thin loess and the underlying clay loam or silty clay loam glacial till on ridges and knobs.
- 4) Varna-Elliot-Ashkum association: Well-drained to poorly drained soils that have a silty clay loam to clay subsoil; formed in thin loess and the underlying clay loam or silty clay loam glacial till on ridges and knobs.

The Boyer-Granby soils association can be found along the Town's southeastern shores of Lake Michigan, which changes to the Hebron-Montgomery-Aztalan association then to the Morley-Beecher-Ashkum association and finally to the Varna-Elliot Ashkum association from east to west along the Mount Pleasant landscape until the Pike River. The banks of the Pike River and its tributaries consist of the Hebron-Montgomery-Aztalan soils association, and serve to separate the soils associations of the eastern town from the western town. All town lands west of the Pike River consist of the Varna-Elliot-Ashkum association.

Mount Pleasant's soil surface texture ranges mostly loam to silt loam to silty clay loam. Much of the lands around and east of the Pike River consist mainly of loam and silt loam with some silty clay loam while lands west of the Pike River consist mainly of silty clay loam with some silt loam and loam.

Almost all of the lands in the proposed Village of Mount Pleasant consist of prime agricultural soils according to the U.S. Department of Agriculture.²⁹ The American Farmland Trust has identified the southeastern third of the state of Wisconsin, which includes Mount Pleasant in Racine County, as "one of the three most threatened farmland resources in the United States."³⁰ Prime agricultural soils in Mount Pleasant include: Alluvial land, Ashkum silty clay loam, Aztalan loam, Beecher silt loam, Blount silt loam, Boyer loamy sand, Darroch fine sandy loam, Dresden loam drummer silt loam, Elliot silty clay loam, Fox sandy loam, Fox loam, Fox silt loam, Hebron sandy loam, Hebron loam, Hochheim loam, Kane loam, Kane silt loam, Markham silt loam, Matherton loam, Montgomery silty clay, Morley silt loam, Mundelein silt loam, Navan silt loam, Pella silt loam, Radford silt loam, Saylesville silt loam, Sebewa silt loam, Symerton loam, Varna silt loam, Wallkill silt loam, Warsaw loam, and Warsaw silt loam.³¹ These are only

²⁸ *General Soil Map: Kenosha and Racine Counties, Wisconsin*. October 1969. U.S. Department of Agriculture Soil Conservation Service. University of Wisconsin, Wisconsin Geological and Natural History Survey, Soils Department.

²⁹ *Prime Farmland List: Kenosha and Racine Counties, Wisconsin*. U.S. Department of Agriculture Natural Resource Conservation Service.

³⁰ *Planning for Agriculture in Wisconsin: A Guide for Communities*. November 2002. UW Cooperative Extension and Wisconsin Department of Agriculture, Trade, and Consumer Protection. pg. 6.

³¹ *Ibid*.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

some of the soil types present in Mount Pleasant, please see Map 6, Appendix 3 and Table 11 for a review of soil types in the town. Given the abundance of prime farm lands in the Town of Mount Pleasant, it is not surprising that approximately 13,513 acres, or 60.1% of the Town is currently in agricultural use.³² Of these prime farm lands, Mount Pleasant seeks to preserve designated prime agricultural lands in almost all of the Town's western area lying outside the designated sewer service areas via agricultural zoning and other farmland protection methods, which have been incorporated into its 2030 Master Plan.³³

Regardless of subjective policy decisions, soil characteristics influence the potential developability of lands. One typical factor for development potential is on-site sewage disposal. Historically, soil characteristics of Mount Pleasant presented challenges for on-site sewage disposal. The Subdivision Ordinances for the Town of Mount Pleasant, adopted in December of 1992, identified thirty-four soil types in Mount Pleasant that the U.S. Department of Agriculture historically designated as having "very severe limitations" in terms of land suitability for on-site soil absorption sewage disposal systems.³⁴ However, the Department of Commerce adopted "COMM 83 Rules for Private Wastewater Treatment Systems (POWTS)" in April of 2000, which changed the standards and criteria for the design, installation, inspection, and management of new on-site sewage disposal.³⁵ Contrary to the petitioners' contention that the Department of Commerce "further tightened the rules for private sanitary septic system permit regulations in Wis. Adm. Code Ch. COMM 83," the majority view is that COMM 83 authorizes the use of new technologies that allow for the siting of on-site sewage disposal systems in areas previously considered to be undevelopable.³⁶ The statute allows for the construction of septic systems on lands with only 6-24 inches of native soil, which increases the amount of state land suitable for a POWTS siting.³⁷ Map 7, Appendix 3 shows areas of the town with soils suitable for on-site septic systems according to COMM 83 standards for POWTS suitability. The map shows that with the adoption of the new septic system technologies, most parts of the town are suitable for septic systems. It is important to note that though COMM 83 "[d]oes not affect municipal requirements related to land use, zoning, or other similar requirements," Mount Pleasant's subdivision ordinances for land suitability prescribed restrictions for on-site sewage systems, "...unless in conformance with the State Sanitary Regulations."³⁸ Consequently, Mount Pleasant's regulations are linked to state requirements, which means that the Town would be affected by COMM 83.

Another factor of concern for development is the effect of soils on the ability to support foundations and other physical structures. In particular, unstable soils can create potential land development restrictions if they present problems for building foundations. Soil attributes that

³² *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*. pg. 56-D.

³³ *Memorandum in Support of the Town of Mt. Pleasant's Petition for Incorporation as Village*. pg. 17.

³⁴ *Subdivision Ordinances For The Town of Mount Pleasant*. 1992. Town of Mt. Pleasant, Racine County, Wisconsin. See 18.08(2)(e). (Exhibit 16 of Petitioners).

³⁵ *Department of Commerce: Chapter Comm 83 – Private Onsite Wastewater Treatment Systems*. April 2000. Register No. 532. Department of Commerce. Comm 83.01.

³⁶ *Memorandum in Support of the Town of Mt. Pleasant's Petition for Incorporation as Village*. January 2003. pg. 16; *Court of Appeals Upholds Department of Commerce Comm 83 Rules for Private Wastewater Treatment Systems*. June 2002. Municipal Law Newsletter. pg. 2.

³⁷ *Compromise Emerges on growth proposal*. September 15, 1999. Amy Rinard, Milwaukee Journal Sentinel.

³⁸ *Department of Commerce: Chapter Comm 83 – Private Onsite Wastewater Treatment Systems*. April 2000. See Comm 83.03(5); *Subdivision Ordinances For The Town of Mount Pleasant*. 1992. Town of Mt. Pleasant, Racine County, Wisconsin. See 18.08(2)(e).

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

affect dwelling potential include slope, flooding, shrink-swell potential, organic soil, ponding, wetness, bedrock, low strength, and hydric soil characteristics.³⁹ Since soils affect septic tank suitability as well as dwelling potential, both must be factored into an assessment of the developability of land area in Mount Pleasant. Analysis indicates that over 53% of the total area of the township have soils with low developability when both POWTS suitability and dwelling potential is factored into the consideration. These soils are scattered throughout the Town, though much of it is concentrated in the western portion of Mount Pleasant where the agricultural district exists and will continue through 2030 under the 2030 Master Plan; and soils with these low developability factors are also concentrated in the southeastern portion of Mount Pleasant, still portions of this area have nonetheless been urbanized. It would seem that the availability of sewer services would be the mitigating factor allowing development in this area, but when only dwelling potential is factored into developability the soils in this area are considered to have low to very low dwelling potential characteristics. In other words, it appears that neither soil POWTS suitability or dwelling potential characteristics have been the primary factors determining where urbanization has or will occur.

In addition to traditional concerns regarding developability, soils may also be considered for storm water management issues. The permeability of soils can pose challenges for storm water management as well as non-point source water pollution problems because soils affect how rainfall and snow melt flow into rivers, creeks, and lakes. According to Mount Pleasant soils information from the U.S. Department of Agriculture's NRCS, the majority of soils in the Town have low to very low runoff potential. This makes addressing storm water issues less challenging for Mount Pleasant; however, storm water management is an issue that is addressed in parts of the "Environmental Corridors, Wetlands, and Natural Areas" Section of this determination.

Critical Species

While not expressly part of the relevant review standards⁴⁰, the following information may be useful to the Town as it develops plans, policy measures, and ordinances that prospectively recognize and protect the many endangered and threatened species and unique natural communities present in the proposed village.

Under the provisions of §29.608, Wis. Stats., Wisconsin assumes responsibility for conserving native wild animals and plants, and for taking steps to enhance their continued survival and propagation for the aesthetic, recreational and scientific benefits for future generations. The Wisconsin Legislature has found that the activities of both individual persons and governmental agencies are tending to destroy the few remaining plant-animal communities in the state. Therefore, the legislature has urged "all persons and agencies to fully consider all decisions in this light."⁴¹

The Wisconsin Department of Natural Resources (WDNR) has established by administrative rule an endangered species and threatened species list in accordance with Wisconsin Statute §29.604 (1), which provides that "[t]he legislature finds that certain wild animals and wild plants are endangered or threatened and are entitled to preservation and protection as a matter of general state concern."⁴² "Endangered species" means any species whose continued existence as a viable

³⁹ *Soil Potential Ratings for Dwellings with Basements – Rating Guide*. June 17, 1997. Received from Carl Wacker, Soil Scientist, USDA, NRCS in February of 2003.

⁴⁰ The federal and subsequent state adoption of the endangered species acts post-dates the advent of Wisconsin incorporation statute.

⁴¹ Wisconsin, DOA, Bohners Lake Determination (1999).

⁴² §29.604(1), Wis. Stats.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

component of this state's wild animals or wild plants is determined to be in jeopardy by the WDNR on the basis of scientific evidence. “Threatened species” means any species of wild animals or wild plants which appears likely, within the foreseeable future, on the basis of scientific evidence to become endangered. “Special Concern species” means species with suspected problems of either abundance or distribution, about which more information will be gathered.⁴³

The following endangered resources are known or suspected to be rare and occur within or near the Town of Mount Pleasant.⁴⁴ This list includes species that are legally designated as endangered or threatened, as well as those species in the special concern category.

- Fish:
 - 1) *Aphredoderus sayanus* (pirate perch), a State Special Concern fish.
 - 2) *Acipenser fulvescens* (lake sturgeon), a State Special Concern fish.
 - 3) *Clinostomus elongatus* (reidside dace), a State Special Concern fish.
 - 4) *Etheostoma microperca* (least darter), a State Special Concern fish.
 - 5) *Lepomis megalotis* (longear sunfish), a fish listed as Threatened in Wisconsin.
 - 6) *Lythrurus umbratilis* (redfin shiner), a fish listed as Threatened in Wisconsin.
- Birds:
 - 7) *Nycticorax nycticorax* (black-crowned night heron), a State Special Concern bird.
- Reptiles:
 - 8) *Regina septemvittata* (queen snake), a reptile listed as Endangered in Wisconsin.
- Plants:
 - 9) *Asclepias purpurascens* (purple milkweed), a plant listed as Endangered in Wisconsin.
 - 10) *Asclepias sullivantii* (prairie milkweed), a plant listed as Threatened in Wisconsin.
 - 11) *Cacalia muehlenbergii* (great Indian-plantain), a State Special Concern plant.
 - 12) *Cacalia tuberosa* (prairie Indian plantain), a plant listed as Threatened in Wisconsin.
 - 13) *Trillium recurvatum* (reflexed trillium), a State Special Concern plant.
 - 14) *Carex lupuliformis* (false hop sedge), a plant listed as Endangered in Wisconsin.
 - 15) *Gentianopsis procera* (lesser fringed gentian), a State Special Concern plant.
 - 16) *Liatris spicata* (marsh blazing star), a State Special Concern plant.
 - 17) *Ranunculus cymbalaria* (seaside crowfoot), a plant listed as Threatened in Wisconsin.
 - 18) *Solidago ohioensis* (Ohio goldenrod), a State Special Concern plant.
 - 19) *Thalictrum revolutum* (waxleaf meadowrue), a State Special Concern plant.
 - 20) *Tofieldia glutinosa* (sticky false-asphodel), a plant listed as Threatened in Wisconsin.
 - 21) *Adlumia fungosa* (climbing fumitory), a State Special Concern plant.
 - 22) *Calamintha arkansana* (low calamint), a State Special Concern plant.
 - 23) *Carex richardsonii* (richardson sedge), a State Special Concern plant.
 - 24) *Echinacea pallida* (pale-purple coneflower), a plant listed as Threatened in Wisconsin.
 - 25) *Euphorbia polygonifolia* (seaside spurge), a State Special concern plant.
 - 26) *Gentiana alba* (yellow gentian), a plant listed as Threatened in Wisconsin.
 - 27) *Lithospermum latifolium* (American gromwell), a State Special concern plant.
 - 28) *Panicum wilcoxianum* (Wilcox panic grass), a State Special concern plant.

⁴³ §29.604, Wis. Stats.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

- 29) *Parthenium integrifolium* (American feverfew), a plant listed as Threatened in Wisconsin.
- 30) *Tomanthera auriculata* (earleaf foxglove), a State Special concern plant.
- 31) *Cirsium hillii* (hill's thistle), a plant listed as Threatened in Wisconsin.
- 32) *Elymus lanceolatus* SSP *Psammophilus* (thickspike), a plant listed as Threatened in Wisconsin.
- 33) *Festuca paradoxa* (cluster fescue), a State Special concern plant.
- 34) *Polystichum acrostichoides* (Christmas fern), a State Special concern plant.
- 35) *Ptelea trifoliata* (wafer-ash), a State Special concern plant.
- 36) *Solidago caesia* (bluestem goldenrod), a plant listed as Endangered in Wisconsin.
- 37) *Carex crawei* (crawe sedge), a State Special concern plant.
- 38) *Deschampsia cespitosa* (tufted hairgrass), a State Special concern plant.
- 39) *Equisetum variegatum* (variegated horsetail), a State Special concern plant.
- Communities (areas which contain prime habitat, including habitat for endangered resource species):
 - 40) *Mesic Prairie*
 - 41) *Southern Dry-Mesic Forest*
 - 42) *Floodplain Forest*
 - 43) *Southern Mesic Forest*

It is important to note that Mount Pleasant or its larger Pike-Root or Des Plaines Watersheds may contain “sensitive” species of wildlife or plantlife, therefore a location other than “Racine County” is not disclosed at a more detailed level by WDNR.⁴⁵

Environmental Corridors, Wetlands and Natural Areas

According to the WDNR, environmental corridors represent “linear areas of natural resources that are critical to maintaining water quality and quantity and to providing habitat linkages that maintain biological diversity.”⁴⁶ WDNR also notes that environmental corridors are often associated with rivers and streams.⁴⁷ While environmental corridors may have varying characteristics, wetlands are specifically lowland areas saturated by moisture that act as a natural habitat for wildlife. It is important to note that “[v]arious regulatory programs have influenced how planning entities define environmental corridors,” as a result, there is currently no statewide standardization of data on environmental corridors.⁴⁸ However, local regional planning commissions have mapped environmental corridors in Wisconsin with some common elements, including surface waters, wetlands, floodplains, steep slopes and shoreland buffers.⁴⁹

“Isolated Natural Resource Areas” are pockets of natural resources that have been isolated by urban or rural development or agricultural practices, which may represent the only wildlife habitat in the area. It is important to note that “isolated natural resource areas” are distinct from

⁴⁵ *Wisconsin Natural Resources List*. Last visited January 2003. Wisconsin Department of Natural Resources. See http://gomapout.dnr.state.wi.us/org/at/et/geo/nhi/what.htm?btn_what=Geographic.

⁴⁶ Wisconsin Department of Natural Resources. See <http://www.dnr.wi.us/org/es/science/landuse/education/LCM.htm#N>.

⁴⁷ *Ibid*.

⁴⁸ *The Definition and Mapping of Environmental Corridors by Three Regional Planning Commissions*. Number 47, January 2003. Matthew D. Murrell, Research Management: Findings.

⁴⁹ *Ibid*.

“Designated State Natural Areas.”⁵⁰ Designated state natural areas, or “scientific and natural area sites,” are identified to preserve a system of biotic communities, rare species, and significant natural resources native to Wisconsin for both the maintenance of biodiversity and to support basic scientific research, and have specific statutory protection.⁵¹

Environmental Corridors, Wetlands, and Natural Areas

Environmental corridor preservation is extremely important for the conservation and protection of wildlife and plant species because of the sensitive interrelationship between living species and the environment. It is also important for a number of land use related reasons, including assisting in “flood-flow attenuation, water pollution abatement, noise pollution abatement, glare reduction, and favorable climate modification.”⁵² Furthermore, development of environmental corridors can be problematic and costly. Urban land use development in such areas can result in failing building foundations, excessive operation of sump pumps, excessive water infiltration into sanitary sewage systems.⁵³ The Southeastern Wisconsin Regional Planning Commission (SEWRPC) considered the identification of environmental corridors where concentrations of natural resources exist as one of the most important regional planning tasks for southeastern Wisconsin.⁵⁴ (See Map 8, Appendix 3 for a picture of environmental corridors, floodplains, and wetlands in the Town of Mount Pleasant.)

Primary environmental corridors will typically contain many of the natural resources in the region and are at least 400 acres in size, two miles long, and 200 feet wide.⁵⁵ Protection of these corridors can preserve environmental quality, natural beauty, and a minimum of recreational opportunities. In a 1991 recommendation, identified the Michigan shoreline and the Root River as the two primary environmental corridors existing in the Town of Mount Pleasant.⁵⁶ Approximately 166 acres of these two primary corridors lie within the Town, and about 3 acres or 2% of these sensitive areas are held in public ownership in Lake Park.⁵⁷ In terms of the Michigan Shoreline primary environmental corridor, a 1998 report on “Lake Michigan Shoreline Recession and Bluff Stability Study Completed” by the SEWRPC offers important information about shoreline conditions regionally as well as for the Town of Mount Pleasant. According to this report, bluff stability for Mount Pleasant is largely stable with some marginally unstable portions towards the Town’s northern shoreline, the Town’s shoreline beach width is less than 20 feet, and the Town’s shoreline bluff recession is 0.5 – 1.0 foot per year.⁵⁸ It is also important to note that the Town of Mount Pleasant has an “OCS County Shoreland Overlay Jurisdiction” district according to Section 7.14(8) of its Zoning Ordinance, which refers to designated lands within the

⁵⁰ *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*. September 1997. Southeastern Wisconsin Regional Planning Commission. pg. 116.

⁵¹ *Wisconsin State Natural Areas Program*. Wisconsin Department of Natural Resources. See <http://www.dnr.state.wi.us/org/land/er/sna/info.htm>.

⁵² *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*. pg. 115.

⁵³ *A Park and Open Space Plan for the Town of Mt. Pleasant: Racine County, Wisconsin*. November 1991. Southeastern Wisconsin Regional Planning Commission. pg. 12.

⁵⁴ *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*. pg. 113.

⁵⁵ *Ibid* at pg. 113.

⁵⁶ *A Park and Open Space Plan for the Town of Mt. Pleasant: Racine County, Wisconsin*. pg. 13.

⁵⁷ *Ibid* at pg. 13.

⁵⁸ *Lake Michigan Shoreline Recession and Bluff Stability Study Completed*. Jan. – Feb. 1998. Southeastern Wisconsin Regional Planning Commission Newsletter. Vol. 38, No. 1, pg. 13.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

shoreline area on the Town Zoning Map that are subject to restrictions under Racine County Ordinances.⁵⁹ The Racine County shoreland-wetland overlay district is intended:

To be used to maintain safe and healthful conditions, to prevent water pollution, to protect fish spawning grounds and wildlife habitat, to preserve shore cover and natural beauty and to control building and development in wetlands whenever possible. When development is permitted in a wetland, the development should occur in a manner that minimizes adverse impacts upon the wetland.⁶⁰

While the Town of Mount Pleasant takes efforts to ensure the preservation of its Michigan shoreline in accordance with Racine County provisions for shoreland protection, it is unclear what measures have been taken by the Town to preserve the Root River as a primary environmental corridor. The Root River has been designated as a “high priority” water body that did not meet water quality standards as of August 1998 according to WDNR.⁶¹ Only a small segment of the Root River, which runs from West Allis in Milwaukee County to the City of Racine in Racine County until it meets Lake Michigan, actually flows through the Town of Mount Pleasant. This segment of the Root River meanders around the Town’s northeastern border with the City of Racine, and most of it flows through the privately owned Racine Country Club.

Secondary environmental corridors are at least 100 acres in size and one mile long, and typically have smaller concentrations of natural resource features than primary environmental corridors.⁶² Secondary corridors often function to facilitate surface water drainage and maintain pockets of natural resource features, which should be considered for preservation during the development process.⁶³ In fact, the SEWRPC recommends that communities incorporate these corridors in plans for storm water management and neighborhood parks. The SEWRPC has identified Hoods Creek and the Pike River as “secondary environmental corridors” in Mount Pleasant, encompassing about 488 acres or 2% of the Town.⁶⁴

Hoods Creek is a tributary of the Root River, and many of its headwaters originate in Mount Pleasant. The Town of Mount Pleasant utilizes this secondary environmental corridor as a storm water retention basin according to petitioner’s 2030 Master Plan.⁶⁵ The Town notes that storm water management, which is one utility service that Mount Pleasant provides without shared authority with the City of Racine, follows the United States Environmental Protection Agency (EPA) and WDNR administrative rules that consider “the scope of basins to include clean-up treatment of storm waters.”⁶⁶ However, the Town’s far west, including Hood’s Creek and the Des Plains River (Kilborn Road Ditch Section), are not covered by Storm Drainage District #1;

⁵⁹ *Town of Mount Pleasant, Racine County Wisconsin Zoning Ordinance*. 1972. Town of Mt. Pleasant, Racine County, Wisconsin. See 7.14(8). (Exhibit 16 of Petitioners).

⁶⁰ *Racine County Zoning Ordinances*. Racine County, Wisconsin. See Section 20-966.

⁶¹ *The 303(d) List of Waters Not Currently Meeting Water Quality Standards*. August 1998. Wisconsin Department of Natural Resources. See <http://www.dnr.state.wi.us/org/water/wm/wqs/303d/303bycounty>.

⁶² *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*. pg. 114.

⁶³ *Ibid* at pg. 116.

⁶⁴ *A Park and Open Space Plan for the Town of Mt. Pleasant: Racine County, Wisconsin*. pg. 13.

⁶⁵ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*. pgs. 48 C-D.

⁶⁶ *Ibid* at pg. 48-D.

and as a result, no efforts are explicitly planned for the treatment of Hoods Creek storm waters.⁶⁷ Nonetheless, Town ordinances for wetland-floodplain districts will provide some measure of protection for this secondary environmental corridor. Mount Pleasant's wetland-floodplain district is intended "to prevent, in those areas which are not adequately drained or which are subject to periodic or potential flooding, such development as would result in a hazard to health or safety; which would deplete or destroy valuable wetland resources; or be otherwise incompatible with the public welfare."⁶⁸

While there are no specific plans for Hood's Creek, the Town of Mount Pleasant has specific renovation plans for its other secondary environmental corridor - the Pike River. The Mount Pleasant Storm Water Drainage District No. 1 (District) is involved in a new watershed management/partnership approach with the WDNR in collaboration with the Town of Mount Pleasant Parks Department, the University of Wisconsin – Milwaukee Department of Biology, the Wisconsin Department of Transportation, the Southeastern Wisconsin Regional Planning Commission, and Crispell-Snyder, Inc. for the "Pike River Improvement" project.⁶⁹ This renovation is expected to be a "monumental restructuring of the Pike River" that will take five to seven years and cost approximately \$17 million to complete in order to make the Pike River "the river it never was."⁷⁰

The WDNR approved concept plan improvements for the Pike River. The Pike River improvement plan proposes to restore "natural stream features and wetlands," enhance "aquatic habitat," reduce/eliminate "flood damage" and change the floodplain boundaries in order to provide "adequate storm water drainage," improve "storm water runoff and water quality," and facilitate "urban development consistent with adopted land use plans, recreation plans and parkway corridor plans."⁷¹ These improvements will be accomplished by widening the river channel, redesigning wetland and floodwater storage basins to include a new meandering stream channel, including wetlands and ponds, creating a vegetative buffer strip along the river banks, and incorporating a walking/biking trail for recreation.⁷² It is expected that these efforts will prevent flood damages that might otherwise be caused by overbank flooding from the Upper Pike River, which is important given the petitioner's plan to continue urbanizing lands along this area.⁷³ The detention areas are "sized to provide sufficient flood storage to maintain the 100-year peak flows...(so that) the proposed plan manages the floodplain boundaries within the proposed river corridor for most of the project length."⁷⁴ The Pike River improvement project's efforts

⁶⁷ Ibid; Draft: *Cooperative Boundary Plan Between the Village of Sturtevant and the Town of Mount Pleasant, Racine, Wisconsin*. pg. 13.

⁶⁸ *Town of Mount Pleasant, Racine County Wisconsin Zoning Ordinance*. See Section 7.8(2), pg. 52.

⁶⁹ *Pike River Improvements: Mount Pleasant Stormwater Utility District, Racine County, Wisconsin*.

⁷⁰ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*. pg. 48-D.

⁷¹ *Pike River: Sustaining the Past, Present And Future Of Our Community, Once threatened. Now in transition*. Geologically, the Pike River is a young waterway that was channelized in the 1870's and redredged in the early 1900's. The creation of the Pike River changed the ecological structure of its surroundings, which affected nearby water tables and floodplains and resulted in increased peak discharges, sediment loading, and water temperature fluctuations, which in turn affected habitat conditions. The Executive Summary for the Pike River Improvements reports that "the ecosystem originally associated with the North Branch of the Pike River has been severely damaged...(and) the remnant wetlands as well as the aquatic habitat is continuing to decline." In fact, within the Pike River Study area, the 44 acres of wetlands are degraded and 105 of the 179 acres of wildlife habitat are severely degraded.

⁷² Ibid.

⁷³ Ibid at pg. 8.

⁷⁴ Ibid at pgs. 11-12.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

towards wetland management along the Pike River is important, in part, because the location of these areas of flat lowlands are predominantly along streams in Racine County and Mount Pleasant.⁷⁵ Consequently, wetlands along the Pike River are important ground-water-discharge areas in the Town of Mount Pleasant. However, it is important to note that urbanization plans along the Pike River include the development of industrial areas south of the east-west branch of the Canadian Pacific Railway, west of the Village of Sturtevant.⁷⁶

In addition to the main channel of the Pike River, floodlands in the Town of Mount Pleasant include Pike River tributaries such as Sorensen Creek, Nelson Creek, Steele Branch, and Barteltt branch as well as the main channels of the Root River and Hood's Creek. In total, roughly 1,491 acres which is about 6% of the Town, is located within 100-year floodplains.⁷⁷ Again, Mount Pleasant's wetland-floodplain districts should provide some measure of protection around these sensitive natural resource areas. As previously mentioned, the Mount Pleasant Storm Water Drainage District oversees this utility service, which involves 26 storm water storage areas throughout the Town in addition to the Pike River renovation's water retention areas.⁷⁸

Besides the environmental corridors recognized by the SEWRPC, the Town of Mount Pleasant also identifies parts of Sorensen Creek in the Town's southeast as an environmental corridor, though the town does not specify whether these areas constitute a primary or secondary environmental corridor.⁷⁹

Isolated natural areas are small pockets of concentrated natural resources where habitat protection and management can serve to preserve the unique aesthetic characteristics and diversity of an area. Isolated natural areas are typically places of natural wildlife habitats that have been separated from environmental corridors as a result of urban or rural development.⁸⁰ The SEWRPC has identified at least 23 isolated natural areas in Mount Pleasant, encompassing about 517 acres.⁸¹ (Please refer to the Environmental Corridor Map 8, Appendix 3.)

In addition to isolated natural areas, the Town of Mount Pleasant also contains a number of scientific and natural area sites. Again, "scientific and natural area sites," are designated natural areas that have been identified to preserve a system of biotic communities, rare species, and significant natural resources native to Wisconsin for the maintenance of biodiversity and to support basic scientific research.⁸² These areas represent tracts of land and water that contain intact native plant and animal communities that pre-date European settlement.⁸³ These areas are important because scientific evidence indicates that natural resource and habitat losses have been profound in Southeastern Wisconsin, including Racine County and the Town of Mount Pleasant.⁸⁴ Designation of these areas ensures the maintenance of biological diversity, scientific

⁷⁵ *Water Resources of Racine and Kenosha Counties, Southeastern Wisconsin.* pg. 37.

⁷⁶ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin.* pg. 38-A.

⁷⁷ *A Park and Open Space Plan for the Town of Mt. Pleasant: Racine County, Wisconsin.* pg. 13.

⁷⁸ *Ibid* at pg. 14.

⁷⁹ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin.* pg. 38-A.

⁸⁰ *Ibid* at pg. 13.

⁸¹ *Ibid* at pg. 12.

⁸² *Wisconsin State Natural Areas Program.* Wisconsin Department of Natural Resources. See <http://www.dnr.state.wi.us/org/land/er/sna/info.htm>.

⁸³ *Regional Natural Areas Plan Ready for Public Review.* Jan.-Feb. 1997. Vol. 37, No. 1. Southeastern Wisconsin Regional Planning Commission. pg. 6.

⁸⁴ *Ibid* at pg. 8.

research, and natural resource functions for environmental regulation, cultural and educational value, economic value, and aesthetic value.⁸⁵ As of 1990, there were four known scientific and natural area sites in the Town of Mount Pleasant. One site in Mount Pleasant includes 30 acres located in Sanders Park, a Racine County Park consisting of two low ridges covered by southern dry-mesic forests that are separated by a wet-mesic forest.⁸⁶ The others include the 30-acre Sylvania Road Prairie site, the 20-acre Franksville Railroad Prairie, and the 40-acre Campbell Woods site.⁸⁷ Three of these sites are isolated, while one site is located within a secondary environmental corridor.⁸⁸

Though prime agricultural land is typically not discussed in reference to environmental corridors, wetlands, and natural areas, it is a significant natural resource to an area. Prime agricultural lands are distinct from prime agricultural soils, described in the previous Soils Section, but they are also not merely farming areas. The SEWRPC defines prime agricultural lands as those lands those that are best suited for the production of food and fiber based on the following criteria:

- 1) the farm unit must be at least 35 acres in area,
- 2) at least 50 percent of the farm unit must be covered by soils which meet U.S. Soil Conservation Service standards for national prime farmland or farmland of statewide importance, and
- 3) the farm unit should be located in a block of farmland at least 100 acres in size.⁸⁹

Under this criteria for prime agricultural land, in 1997 about 38% of the Town of Mount Pleasant contains prime farmland, which is predominantly located in the Town's western Sections with a few isolated areas in north central portions of the Town.⁹⁰ The Town of Mount Pleasant plans to preserve much of this designated prime agricultural land through agricultural zoning under its 2030 Master Plan.⁹¹

Ambient Air Quality

Racine County is in nonattainment area for the current, 1-hour ozone standard under the Clean Air Act Amendments of 1990.⁹² As a result of this finding, the WDNR has filed an attainment demonstration for Racine in conjunction with five other nonattainment counties in Southeastern Wisconsin that involves emission reduction programs that will likely bring all six counties into attainment by 2007.⁹³ In addition, according to WDNR Air Management Staff, the EPA is expected to designate nonattainment of the new 8-hour ozone standard in 2004, and at this time, it is expected that Racine County will be designated nonattainment of the 8-hour ozone standard.⁹⁴

⁸⁵ Ibid at pgs. 5, 7.

⁸⁶ *A Park and Open Space Plan for the Town of Mt. Pleasant: Racine County, Wisconsin*. pg. 15; *A Park and Open Space Plan for Racine County*, pg. 91.

⁸⁷ *A Park and Open Space Plan for the Town of Mt. Pleasant: Racine County, Wisconsin*. pg. 15.

⁸⁸ Ibid.

⁸⁹ Ibid at pg. 16.

⁹⁰ Ibid.

⁹¹ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*. pg. 38-A.

⁹² Communication between Dennis L. Koepke, Air Management Staff, Wisconsin Department of Natural Resources and Michelle St. Clair, Planning Analyst, 3/26/2003.

⁹³ Ibid.

⁹⁴ Ibid.

Historical, Archaeological or Architecturally significant resources

Historical, archaeological and architecturally significant resources reflect a community's cultural assets that often have important recreational and educational value. A search of Wisconsin State Historical Society (WSHS) databases revealed that no historic places in the Town of Mount Pleasant are officially listed on either the national or state register of historic places, which encompasses historic districts, individual buildings, parks, bridges, locomotives, and archaeological sites.⁹⁵ However, 92 historically significant sites are shown on the state inventory for Mount Pleasant. This listing of historic buildings, structures, sites, objects, and historic district in the Town was the result of a 1975 survey, and includes 59 houses, 8 barns, 6 schools, 1 church, and 18 other structures from taverns to hotels to an icehouse.

Information on Wisconsin's archeological and burial sites that have potentially historic value and may warrant further examination, although not recorded on the "official" national and state register of historic places, is collected by WSHS. Communication with a representative from the State Historical Society indicates the presence of 69 archaeologically significant resources in the area proposed for incorporation; and this inventory may not be exhaustive.⁹⁶ The WSHS records do not include all of the archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites that are present in the state, only those sites that have been reported. The following table includes the listing that does exist for the Town of Mount Pleasant.

Table 1: Archeological and Burial Sites in Mount Pleasant

Site Name	Site Type	Cultural Study Unit
	1. Campsite/village	1. Historic Indian
JAMBEAU TRADE POST	1. Trading/fur post	1. Historic Euro-American
	1. Campsite/village	1. Unknown Prehistoric
	1. Cemetery/burial	1. Unknown
SUNNY REST	1. Isolated finds	1. Unknown Prehistoric
MUELLER #1	1. Campsite/village	1. Archaic 2. Early Woodland 3. Middle Woodland
MUELLER #2	1. Campsite/village	1. Archaic 2. Early Woodland 3. Middle Woodland
FINK	1. Campsite/village	1. Unknown Prehistoric
	1. Campsite/village	1. Unknown Prehistoric
BLUFF GROUP	1. Mound(s) - Conical 2. Mound(s) - Effigy 3. Mound(s) - Other/ Unk 4. Enclosure/earthworks 5. Cemetery/burial	1. Late Woodland 2. Unknown
WALKER GARDEN BEDS	1. Corn hills/garden beds	1. Terminal Woodland 2. Oneota

⁹⁵ *Wisconsin National Register and State Register*. Wisconsin Historic Society: Historic Places. See <http://www.wisconsinhistory.org/histbuild/register>.

⁹⁶ Communication between John Broihahn, Deputy State Archaeologist. State Historical Society and Michelle St. Clair, Planning Analyst, 1/2003.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

Site Name	Site Type	Cultural Study Unit
	1. Mound(s) - Other/ Unk 2. Campsite/village 3. Cemetery/burial	1. Unknown Prehistoric
	1. Other	1. Unknown
	1. Campsite/village	1. Historic Indian
	1. Campsite/village	1. Unknown
	1. Mound(s) - Other/ Unk 2. Cemetery/burial	1. Unknown
Duplicate of RA-0013		
TEEGARDEN GROUP	1. Mound(s) - Conical 2. Mound(s) - Effigy 3. Mound(s) - Other/ Unk 4. Cache/pit/hearth 5. Cemetery/burial	1. Late Woodland 2. Unknown
SLAUSON GROUP	1. Mound(s) - Conical 2. Cemetery/burial	1. Unknown
ERSKINE MOUND	1. Mound(s) - Conical 2. Cemetery/burial	1. Unknown
HOY GROUP	1. Mound(s) - Effigy 2. Mound(s) - Linear 3. Cache/pit/hearth 4. Cemetery/burial	1. Late Woodland 2. Unknown
HOY CACHE	1. Cache/pit/hearth	1. Unknown Prehistoric
MOUND CEMETERY GROUP	1. Mound(s) - Other/ Unk 2. Cemetery/burial	1. Unknown
UNNAMED CEMETERY	1. Cemetery/burial	1. Historic Euro-American
WEST LAWN MEMORIAL PARK CEMETERY	1. Cemetery/burial	1. Historic Euro-American
OLD SCHOOLHOUSE SITE	1. Unknown	1. Historic Euro-American 2. Unknown Prehistoric
OAKES MAMMOTH	1. Kill site/bone bed	1. Early Paleo-Indian (Fluted pt)
SITE 4	1. Campsite/village	1. Late Archaic
SITE 6	1. Campsite/village	1. Archaic
SITE 7	1. Campsite/village	1. Unknown Prehistoric
SITE 8	1. Cave/rockshelter	1. Woodland
SITE 9	1. Campsite/village	1. Unknown Prehistoric
CAMP UTLEY	1. Military site	1. Historic Euro-American
SITE 5	1. Campsite/village	1. Unknown Prehistoric
ELIZABETH JONES	1. Shipwreck	1. Historic Euro-American

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

Site Name	Site Type	Cultural Study Unit
EQUATOR	1. Shipwreck	1. Historic Euro-American
EVRA FULLER	1. Shipwreck	1. Historic Euro-American
F.W. BACKUS	1. Shipwreck	1. Historic Euro-American
J.V. TAYLOR	1. Shipwreck	1. Historic Euro-American
MARY ANN LARNED	1. Shipwreck	1. Historic Euro-American
MERCHANT	1. Shipwreck	1. Historic Euro-American
SPEED	1. Shipwreck	1. Historic Euro-American
WILLIAM RUDOLPH	1. Shipwreck	1. Historic Euro-American
BARGE A	1. Shipwreck	1. Historic Euro-American
NOT KEEN	1. Lithic scatter	1. Unknown Prehistoric
BIRTHDAY SITE	1. Isolated finds	1. Late Woodland
HUGHES #2	1. Isolated finds	1. Late Archaic
HUGES #3	1. Isolated finds	1. Late Archaic 2. Late Woodland
HUGHES #4	1. Lithic scatter	1. Early Archaic 2. Late Archaic
Lincoln Park 1	1. Lithic scatter	1. Unknown Prehistoric
Riverside Park 1	1. Lithic scatter	1. Unknown Prehistoric
Washington Park 1	1. Lithic scatter	1. Unknown Prehistoric
Riverside Park 2	1. Campsite/village	1. Woodland 2. Late Woodland

Note: This table listing information on Archeological and Burial sites is distinct from the Wisconsin Architecture and History Inventory.

Transportation

Map 9, Appendix 3 shows Mount Pleasant's transportation system. This system includes a network of state and county roads intersected by town roads, freight rail service, transit service provided by Racine's Bell Urban System, proposed pedestrian and bicycle trails, and access to water transportation facilities and air service.

In particular, the following transportation elements either exist within the Town boundaries or service Mount Pleasant⁹⁷:

Highways

- I-94/USH 41
- State Trunk Highway (STH) "11," "20," "31," "32" and "38"
- County Trunk Highway (CTH) "C," "H," "K," "V," "X," "Y" and "KR"

Public Transit

- Racine County Human Services Department – provides transit service for elderly
- Racine's Bell Urban System provides local bus routes
- Amtrak (station in Sturtevant)

⁹⁷ *Economic Profile: Town of Mount Pleasant, WI.* 2000. Southeastern Wisconsin Regional Planning Commission and Regional Economic Partnership.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

Railway Service

- Canadian Pacific Railway
- Union Pacific Railroad

Pedestrian & Bicycle

- Racine County Bicycle Route (passes westward through and adjacent to Mount Pleasant from CTH “T” to CTH “KR” to Wood Road to Braun Road to CTH “H” to CTH “KR”)⁹⁸
- North Shore Trail (passes through T.3N. – R.23.E Sections 31 and 32)⁹⁹
- City of Racine Bicycle Route (travels up STH “31” past the Root River into the City of Racine)
- Root River Recreation Trail Facility
- Proposed Town of Mount Pleasant River Pike Recreation Trail (from Spring Park south of the Town boundary to the Pike River, following the river north and northwest to connect with Hood’s Creek, following the creek to the northern Town boundary)¹⁰⁰
- Proposed Pedestrian/Bicycle Trail (crossing the town from west to east following the Canadian Pacific Railway and its extension into the City of Racine, then south down Lathrop Avenue slanting westwards passing Sorensen Creek to the Town’s southern boundary)¹⁰¹

Water Transportation Facilities

- Port of Milwaukee (18 miles north)

Air Service

- John H. Batten Field (0.4 miles north)
- Sylvania Airport (0.4 miles west)
- Milwaukee’s General Mitchell International Airport (18 miles north)
- Chicago’s O’Hare International Airport (58 miles south)

Highways and Roads

As previously mentioned in the physical boundaries Section of this determination, the Town of Mount Pleasant is bounded and intersected by interstate, state and county trunk highways, and rail. Interstate highway 94/United States Highway 41 acts as the Town’s western boundary and county trunk highways form the northern and southern boundaries of Mount Pleasant. (Please refer again to Map 9 for a depiction of major transportation corridors in the Town of Mount Pleasant.) In addition, the Town is divided by a number of transportation facilities, listed below:

- STH “31” – corridor runs northeast/southwest through Mount Pleasant abutting the City of Racine boundary.
- STH “11” – corridor runs east/west through Mount Pleasant to and from the City of Racine.

⁹⁸ *A Park and Open Space Plan for the Town of Mt. Pleasant: Racine County, Wisconsin.* pg. 18.

⁹⁹ Ibid.

¹⁰⁰ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin.* pg. 37-B.

¹⁰¹ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin.* pg. 38-A.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

- STH “20” – corridor runs east/west through Mount Pleasant to and from the City of Racine.
- CTH “H” – corridor runs north/south through Mount Pleasant and the Village of Sturtevant within the Town boundaries.
- Canadian Pacific Railway – one track runs east/west cutting through the Village of Sturtevant into the City of Racine, another track runs north/south roughly parallel to CTH “H.”
- Union Pacific Railroad – two tracks run north/south, one runs through the Town relatively adjacent to the Pike River and the other runs along the Town’s Lake Michigan shoreline through the City of Racine.

The Town relies heavily on these state and county highways to fulfill its transportation needs, though a number of streets cross these major facilities and provide residents with access to all parts of the Town. However, it is important to note that STH “31” and STH “11” bisect Mount Pleasant and the City of Racine in such a manner that a resident traveling from the southeastern portion of the Town to any part of the northern portion would likely have to pass through the City of Racine.

Mount Pleasant’s Master Plan acknowledges that the only continuous north-south road that traverses the Town is STH “31” (Green Bay Rd.), while the only east-west roads connecting the Town are CTH “KR,” STH “11” (Durand Rd.), STH “20” (Washington Ave.), and CTH “C” (Spring St.).¹⁰² In effect, these state and county highways function as the Town’s main arterial roads. Furthermore, Mount Pleasant acknowledges that “[t]he wide spacing of the main arterial roads (*i.e.* the state and county highways), and the lack of nearby half Section line roads to relieve the Section line arterials, forces arterial volumes in Mount Pleasant to be extremely high in the urban portion of the town.”¹⁰³ Annual average daily traffic counts provide a good indicator of transportation usage in the Town. On any given day, over 22,000 vehicles travel on STH “11” (Durand Ave.) in Mount Pleasant between Sturtevant and the City of Racine, and over 30,000 vehicles travel on STH “20” (Washington St.) between Sturtevant and the City of Racine.¹⁰⁴ This heavily utilized transportation network leads towards the City of Racine just as spokes on a wheel lead towards a hub, rather than directing circulation throughout the Town. In addition to heavy usage of state highways for east-west travel, over 30,000 cars also travel northeast or southwest on STH “31” (Green Bay Rd.) daily.¹⁰⁵

The local road network in Mount Pleasant is characterized by cul-de-sac subdivisions and does not facilitate easy internal movement throughout Mount Pleasant. For instance, a Town resident would have to travel on a state or county highway to move from the northeast to the southeast, from the northeast to the southwest, or even from the northeast to the northwest. In addition, commercial development in Mount Pleasant has been organized around state and county highways, making it just as reliant on these transportation facilities as residential development. In fact, in its 2030 Master Plan the Town of Mount Pleasant recognizes that it had “gone out of the road building process” and acknowledges that “developers cannot alone tackle new roads that extend opposite or beyond the property of the developer... (for instance, by) making an extension

¹⁰² Ibid, at pg. 19.

¹⁰³ Ibid, at pg. 20.

¹⁰⁴ 2001 Wisconsin Highway Traffic Volume Data. May 2002. Wisconsin Department of Transportation. pg. 312.

¹⁰⁵ Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin. pg. 20.

past unbuildable land, such as a wetland or floodplain, or bridges across streams and rivers.”¹⁰⁶ Mount Pleasant now recognizes that “developers search out tracts that have few of these issues attached to them,” thus creating a discontinuous, hopscotch urbanization pattern.¹⁰⁷

Highway & Road Development Plans

Recognizing such infrastructure deficiencies, particularly with respect to arterial roads, Mount Pleasant has begun to address this issue using the SEWRPC adopted regional land use and 2020 transportation plans for the state’s southeastern area, that includes Racine County and Mount Pleasant. The SEWRPC’s “Year 2020 Regional Transportation System Plan” has three major elements to “minimize investment in the provision of additional highway capacity” through transportation systems management, public transit maintenance and improvement, and arterial street and highway maintenance and improvement.¹⁰⁸ Based on its regional planning for transportation, the SEWRPC recommends that four new arterials be built in Mount Pleasant by 2020:¹⁰⁹

1. Extend 90th Street from STH “20” to CTH “C.”
2. Connect Airline Rd. to Oakes Rd.; extend Oakes Rd. to Braun Rd.
3. Extend Memorial Drive from Chicory Rd. to CTH “KR.”
4. Extend 21st Street west of STH “31” to Oakes Rd.

In addition, the SEWRPC also recommends that several arterial roads in Mount Pleasant should be widened, including a major state trunk highway, despite its overall goal to reduce investment in increasing highway capacity. In Mount Pleasant, the SEWRPC recommends widening STH “31” (Green Bay Rd.) south of STH “11” (Durand Ave.) and widening it again from CTH MM to STH “32”; it also recommends widening Meachem Rd.¹¹⁰

Mount Pleasant’s 2030 Master Plan also includes an arterial and collector traffic plan. One of Mount Pleasant’s major transportation planning efforts involves obtaining adoption of a highway corridor plan for STH “20” from STH “31” west to Oakes Rd.¹¹¹ The Town’s “State Highway 20 Access Plan” involves combining drives for shared highway access at several points between Emmersten Rd. and STH “31” along STH “20” in order to help accommodate an anticipated increase in traffic loads from the prospective urbanization of the area.¹¹² In addition to state highway proposals, the Town plans on presenting three county road proposals. These county road proposals include having Oakes Rd. assigned as a county level highway, extending 21st St. from STH “31” west to Willow Rd., and extending CTH “H” from STH “11” to Braun Rd.¹¹³ In exchange for Racine County’s assumption of new roadways, Mount Pleasant may accept jurisdiction over current county roadways.¹¹⁴ Furthermore, Mount Pleasant plans on creating several other arterial collectors described in the following Table 2:

¹⁰⁶ Ibid, at pg. 31.

¹⁰⁷ Ibid.

¹⁰⁸ *Commission Adopts Regional Land Use and Transportation System Plans for 2020*. Sept-Dec. 1997. Vol. 37, Nos. 5 & 6, Southeastern Wisconsin Regional Planning Commission. pg. 15.

¹⁰⁹ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*. pg. 20.

¹¹⁰ Ibid.

¹¹¹ Ibid, at pg. 25.

¹¹² An example of an excellent highway corridor study is that prepared by the City of Brookfield for the Capitol Drive Corridor.

¹¹³ Ibid, at pg. 30.

¹¹⁴ Ibid.

Table 2: Proposed Local Arterial Collector Roads in Mount Pleasant¹¹⁵

Proposed North-South Local Arterial Collector Roads
90 th St., north of CTH “C” to CTH “K”
Willow Rd., 21 st St. to Broadway/Biscane
Sunnyslope, north of CTH “C” to CTH “K”
Emmersten Rd., 16 th St. to 21 st St.
CTH “H”, STH “11” to Braun Rd
Kraut Rd.N-S Portion, Kraut Rd. to Sorenson Rd.
Knoll Place, Chicory to CTH “KR” via S. Memorial Dr.
Proposed East-West Local Arterial Collector Roads
Indian Hills Dr./Sandy Ln., STH “31” to Sunnyslope Dr.
Independence Dr., STH “31” to Sunnyslope Dr.
Gittings Rd. east of Airline Rd. to Sunnyslope Rd.
Graceland Blvd., STH “31” to Sunnyslope Dr. via Mariner Dr.
Kinzie Ave., STH “31” to Emmersten via Mariner Dr.
16 th St., Oakes Rd. to Willow Rd. and to 90 th St.
21 st St., west of Oakes Rd. to 90 th St.
Biscayne Dr., STH “31” to Oakes Rd. & 90 th St., via Broadway
Maryland Ave., Wood Rd. to Meachem Rd.
Forest Ln., S. Memorial Dr. to Wood Rd.
Little Timber Dr., Wood to Taylor Ave. at Braun Rd.
Chicory R., Meachem to Taylor Ave. at Braun Rd.
Taylor Ave., west of STH “31” to Oakes Rd. extended
Slater Rd. to 90 th St. and to CTH “H”
Kraut Rd., south to CTH “C” and to STH “20” & Sorenson Rd.
Rural-Area Protected Future Section Road Extensions
West Rd. to Borgart Rd., STH “20” to CTH “C”
CTH “V,” STH “20” to STH “11”
CTH “V,” STH “11” to Braun Rd. & CTH “KR”
Kraut Rd., I-94 frontage Rd. to CTH “V”
Kraut Rd., STH “20” 1/4 Sec. Rds to Old STH “11”
CTH “H”, Braun Rd. to CTH “KR”
Willow Rd., Braun Rd. to CTH “KR”

In addition to Mount Pleasant’s plans for transportation improvements, the Town also negotiated that a portion of the shared revenue payments from the “Racine Area Intergovernmental Sanitary Sewer Service, Revenue-Sharing, Cooperation and Settlement Agreement” will be directed towards capital improvement projects in the “Racine Investment Joint Impact Zone.”¹¹⁶ Under the Agreement, Racine will spend at least \$6 million for the “extension of Oakes Road” and the “reconstruction of Chicory Road” for investment in the “joint impact zone” to benefit Mount Pleasant and City of Racine.¹¹⁷

In conclusion, current regional and local transportation plans for the Town of Mount Pleasant address transportation connectivity problems that currently exist in the Town. In fact, Mount Pleasant delineates several arterial roads to be created in its Master Plan, which are outlined in the

¹¹⁵ Ibid, at pg. 29.

¹¹⁶ Racine Area Intergovernmental Sanitary Sewer Service, Revenue-Sharing, Cooperation and Settlement Agreement. Executed April 25, 2002. Section 7.3. pgs. 67-68. Pursuant to §66.0301, §66.0305, and §62.11(5). (Exhibit 1 of Petitioners).

¹¹⁷ Ibid.

table above, in order to extend roads and address some of the “missing links” in the Town’s existing transportation network. Mount Pleasant also acknowledges that “[i]t is expensive and wasteful of public and private resources to surround...tracts with infrastructure...then allow the tract to remain vacant because of its accessibility issues, while another set of tracts are similarly surrounded, and then some of them are also passed over for yet another tier of tracts.”¹¹⁸ However, the Town’s proposed method for financing new local roads does not ensure the implementation of local transportation plans. In its 2030 Master Plan, the Town indicates that it will continue to utilize a “public private partnership program” for funding arterial and collector traffic plan improvements, which would involve applying for Wisconsin Department of Transportation “TEA Grants” and the use of accelerated special assessments on property adjacent to development.¹¹⁹ This is the same program that has been utilized in that past, which has resulted in the transportation linkage problems that the Town now seeks to address.

Public Transit

Racine’s Bell Urban System (BUS) provides fixed-route bus transportation throughout the Racine metropolitan area. It serves all, or parts of, the City of Racine, the Villages of Elmwood Park and Sturtevant, and the Towns of Caledonia, Somers, and Mount Pleasant. The local public transit service provided to these localities include ten fixed motor-bus routes, eight radial routes, and one feeder route.¹²⁰ The bus routes serving Mount Pleasant include Route Nos. 1, 3, 6, 7, 9, and 20. However, only some routes extend substantial service into Mount Pleasant: Route 7 runs along STH “11” as far west as the Village of Sturtevant, Route 9 runs along Meachem St. through to the Town of Somers, and Route 20 runs across all of Mount Pleasant along STH “20.”¹²¹ (Please see Map 10, Appendix 3 for a depiction of the Bell Urban System transit services.)

A public transit system plan element for Mount Pleasant as a part of Greater Racine was addressed by the SEWRPC in its “Transportation System Plans for 2020.” The SEWRPC recommends a rapid transit service linking the Milwaukee central business district with its metropolitan area and beyond, including Racine County and Mount Pleasant. The proposed rapid transit services would connect Mount Pleasant to Milwaukee via bus service extending along STH “20” to I-94.¹²² In terms of local bus transit service, the SEWRPC recommends continued operation of existing routes in the absence of a perceived need for expansion of public transit services.¹²³ Consequently, it is unlikely that bus service will be expanded in the Town, nor is it likely that bus service will provide connectivity throughout the Town since bus routes focus into and out of the City of Racine similar to state and county transportation facilities.

Political Boundaries

Again refer to Map 2, Appendix 3 for a review of the proposed Village of Mount Pleasant’s political boundaries. The area proposed for incorporation comprises the entire Town. It is bounded by I-94/USH 41 on its west, which serves to divide the Town of Mount Pleasant from the Town of Yorkville, while its southern boundary is created by the Town of Somers and most of its northern boundary follows the jurisdictional line of the Town of Caledonia. Thus, the majority of the town’s north, south, and western boundaries are delineated by standard and smooth

¹¹⁸ Ibid, at pg. 32.

¹¹⁹ Ibid.

¹²⁰ *A Regional Transportation System Plan for Southeastern Wisconsin: 2020*. December 1997. Southeastern Regional Planning Commission. pg. 29.

¹²¹ Ibid, at pg. 28.

¹²² *Commission Adopts Regional Land Use and Transportation System Plans for 2020*. pgs. 17-18.

¹²³ *Racine Area Transit System Development Plan: 1998-2002*. October 1997. Community Assistance Planning Report No. 233. Southeastern Wisconsin Regional Planning Commission. pg. 201.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

political boundaries of other towns. In addition, Mount Pleasant's southeastern town boundary follows the shore of Lake Michigan, a natural boundary for T.3N. – R.23E. township Sections 28, 29, and 32. However, Mount Pleasant also shares an irregular border with the City of Racine. Petitioners acknowledge that Mount Pleasant "endures a jagged edge boundary with the City of Racine" to its east.¹²⁴ In one portion of this shared boundary, the Village of Elmwood Park lies between the City of Racine and the Town of Mount Pleasant in township Section 30.

Mount Pleasant's irregular boundary with the City of Racine can be explained by extensive annexation (s. 66.0217, Wis. Stats.) activity by the City throughout the 1950s and 1960s. Annexation activity during this time resulted in the City reaching westward to parcels along STH "31" while also extending to parcels near the Root River and expanding into the Town's southeastern area around Chicory Road and STH "11."¹²⁵ These annexations, numbering about 46 over 2 decades, created a border characterized by successive peninsulas varying in size and shape.

This irregular boundary has been exacerbated over time, though relatively fewer annexations have occurred since 1970. Through the 1970's only three annexations occurred, including the absorption of one small Town remnant along Lathrop Avenue in 1971 and two smaller annexations of the Town's northeast from the Root River to the abandoned Milwaukee-Chicago-St. Paul Railroad in 1971 and 1974.¹²⁶ Six annexations took place in the 1980s, three of which occurred in the Town's southeastern border near Chicory Road, one occurred along the Root River, and two occurred north of STH "11" to create the peninsula that juts westward to the Pike River.¹²⁷ This large peninsula in the Town's Sections 23 and 24 constitutes the furthest westward extension of the City of Racine to the Town of Mount Pleasant, which could be considered the most visually obvious irregularity in the east-west border shared by the City of Racine and Mount Pleasant. It could also be deemed a functional annexation that served to separate a landfill from a myriad of other non-compatible uses, including some residential areas, industrial land uses, and governmental land uses, through the creation of a political boundary. Later, through the 1990s, five additional annexations occurred, four of which occurred in the Town's southeastern Sections 21 and 29, while one occurred south of STH "11" and east of Wood Road.¹²⁸

In conclusion, the City of Racine's annexation activity was most intense in the 1950s and 1960s, during which time forty-six annexations occurred, as a result of which the city absorbed eastern and southeastern Town lands, extending to STH "31," reaching around the Root River, and erratically expanding southward. Throughout the decades of the 1970s, 1980s, and 1990s, thirteen annexations occurred. However, the more recent annexations did not serve to smooth the boundaries created by earlier annexations; rather, these later annexations often created greater irregularities. For instance, the 1987 annexation created a peninsula in Section 23 and 24 that passed beyond STH "31," which had previously functioned as the virtual east-west boundary for the Town and City.

As a result of the annexations described above, the City of Racine essentially encircles three Town enclaves. These "island" areas are fragments of the Town of Mount Pleasant that are physically isolated from the Town by the City of Racine's political boundaries. One true

¹²⁴ *Memorandum in Support of the Town of Mt. Pleasant's Petition for Incorporation as Village.* pg. 2.

¹²⁵ *Annexation Map: The Growth of Racine.* Official Map: City of Racine Wisconsin & Environs, prepared by City Engineer's office (Exhibit 12 of Petitioners).

¹²⁶ *Ibid.*

¹²⁷ *Ibid; Annexations Master Log.* Department of Administration Records.

¹²⁸ *Ibid.*

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

statutory town island occurs near the jurisdictional border, in T.3N. – R.23E. Section 19, east of Illinois Street, south of STH “11,” west of Indiana Street’s extension, and bounded by Pierce Boulevard on its north. The other two Town enclaves are located along Mount Pleasant’s northern boundary, shared with the Town of Caledonia in township Section 6. One of these areas is located east of the Root River between Longview Lane and Rapids Court and connects to the final area through a small corridor that ends at Fergus Avenue. This final Town remnant extends from Fergus Avenue to Eaton Lane and south towards Rapids Dr.

In addition to annexation activity by the City of Racine, the Town of Mount Pleasant has also lost land to the Village of Sturtevant as a result of annexation. The Department records indicate six annexations occurring in the 1990s, transferring jurisdiction over 480 acres from the Town of Mount Pleasant to the Village of Sturtevant.¹²⁹ As a result of these annexations, the current boundary of the Village of Sturtevant, which is wholly surrounded by Mount Pleasant, is irregular.

Again, while Mount Pleasant currently shares an irregular boundary with both the Village of Sturtevant and the City of Racine, it shares a smooth boundary with the small Village of Elmwood Park that lies between the Town and the City of Racine in T.3N. – R.23.E. Section 30 in southeastern Mount Pleasant.

Irregular boundaries in a proposed area for incorporation have historically been an important factor in determining compactness. Petitioners argue that municipalities should not be held accountable for the shape of jurisdictional boundaries because of the nature of annexation laws. Specifically, petitioners cite that “the irregular boundaries result from private property owners who initiated the annexations over many decades (and) Racine has to ‘take it or leave it’ when presented with an annexation petition.”¹³⁰ However, in the past the Department has rejected this argument as a valid reason for irregular boundary issues because the Town may take measures to correct irregularities, as a consequence, the Department’s historical position has been upheld by the courts.¹³¹

In order to address unresolved issues remaining from the “Racine Area Sewer Service and Revenue Sharing, Cooperation, and Settlement Agreement,” issues that in part relate to the current irregular jurisdictional boundaries, Mount Pleasant is in the process of arranging two separate boundary agreements, one with the City of Racine and the Town of Caledonia and the other with the Village of Sturtevant. Using s. 66.0307, Wis. Stats., Mount Pleasant, Caledonia and the City of Racine have enacted resolutions to initiate a cooperative plan that will negotiate a mutually agreeable, rational, permanent boundary among them. While the “Memorandum in Support of the Town of Mount Pleasant’s Petition for Incorporation as a Village” states that negotiations are “anticipated to commence upon the incorporation of Mount Pleasant,”¹³² meetings of the principals are already underway,¹³³ thus demonstrating a commitment to this process. Furthermore, the “Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation, and Settlement Agreement” will also help to smooth boundaries through a shift in tax base revenues from Mount Pleasant to the City of Racine, much of which is earmarked

¹²⁹ Ibid.

¹³⁰ *Memorandum on Homogeneity and Compactness Elements of the Village of the Incorporation of the Town of Mt. Pleasant as a Village.* pg. 8.

¹³¹ *In Re the Incorporation of the Town of Sheboygan, Sheboygan County, Wisconsin as the Village of Sheboygan.* February 2000. pgs. 34-35; Pleasant Prairie I.

¹³² pgs. 8-9.

¹³³ Correspondence from William F. White, Attorney for the Petitioners, to George Hall, Director of Municipal Boundary Review, May 17, 2003.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

specifically for capital improvement projects along this border.¹³⁴ This approach will further aid the City of Racine as a supplement to the more traditional means of land transfer.

Mount Pleasant is also negotiating with the Village of Sturtevant regarding its boundaries, but this agreement will result in the transfer of lands to and from the Town and the Village in order to smooth boundaries in accordance with s. 66.0307(4), Wis. Stats.¹³⁵ According to the draft boundary plan between Sturtevant and Mount Pleasant, the lands transferred will be subject to the development regulations of the new jurisdiction.¹³⁶ Under the draft plan, it is also expected that lands transferred from the Village to the Town will be fully developed by 2011 since they are part of the Village's Tax Increment District #3. The transfer of developed land to the Town is expected to be consistent with surrounding land uses according to Mount Pleasant's 2030 Master Plan.¹³⁷ In summary, this ten-year boundary plan between the Village of Sturtevant and the Town of Mount Pleasant would result in the creation of smooth boundaries:

Transfer of territory to the Village shall occur upon the final approval of this plan by the Department of Administration. Transfer of the areas in T.I.D. #3 to the Town shall occur upon the expiration of T.I.D. #3, but no later than December 31, 2011.¹³⁸

The SEWRPC has commented on the cooperative boundary plan prepared by the Town of Mount Pleasant and the Village of Sturtevant and the public hearing was held on May 21, 2003. (No commentary has been made to date on the proposed Mount Pleasant and City of Racine boundary agreement, as the plan has not been drafted.) What follows are the major findings made by the SEWRPC after review of the Mount Pleasant and Sturtevant boundary agreement:¹³⁹

1. Upon its approval and implementation by all parties concerned, the plan and the boundary agreements set forth therein should serve to facilitate implementation of the Master Plan for the Southeastern Wisconsin Region...
2. Implementation of the boundary plan should serve to enhance the delivery of essential municipal services to the boundary adjustment area identified in the plan and provide for a more logical boundary between the communities involved.

In terms of the continued irregular boundary with the City of Racine, petitioners argue that the municipal boundary agreements with the City of Racine and the Village of Sturtevant through the s. 66.0307, Wis. Stats., Agreement will result in shared municipal services and tax base revenue sharing such that the cooperative agreement "eliminates the artificiality of the current political boundary."¹⁴⁰ The Director of the Department of Development of the City of Racine concurs with the petitioners' argument that the boundary between the two jurisdictions is artificial, "there is urban development on either side of the city limits and not a lot of open spaces contiguous to the city limits. Anyone not familiar with where the boundary is would not be able to tell where the

¹³⁴ *Memorandum in Support of the Town of Mt. Pleasant's Petition for Incorporation as Village*. pg. 7.

¹³⁵ *Summary of Cooperative Boundary Agreement Between the Village of Sturtevant and Town of Mount Pleasant*. (Exhibit 21 of Petitioners).

¹³⁶ *Draft: Cooperative Boundary Plan Between the Village of Sturtevant and the Town of Mount Pleasant, Racine, Wisconsin*. pg. 10.

¹³⁷ *Ibid*, at pg. 21.

¹³⁸ *Ibid*, at pg. 20.

¹³⁹ Correspondence from Mr. Phillip C. Evenson, Director of Southeastern Wisconsin Regional Planning Commission, 4/3/03.

¹⁴⁰ *Memorandum in Support of the Town of Mt. Pleasant's Petition for Incorporation as Village*. pg. 10.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

city limits are, and in that sense, the boundary is artificial.”¹⁴¹ This is significant because in past decisions, boundary issues have been considered in light of service issues, “such as the delineation of sewer service area boundaries designating territory to be served by public sanitary sewer, and metropolitan planning organization, transportation planning, project delineation, and enumeration...”¹⁴² Petitioners contend that adjacent land uses are compatible and they seek to ensure and perpetuate the compatibility of adjacent municipal land uses.¹⁴³ Furthermore, Racine’s Director of Development suggests that the irregular boundary is mitigated by the similarity of service provision in both jurisdictions and the similarity of development processes except in one respect – residents of Mount Pleasant have to go through the Town and the County in the planning process.¹⁴⁴ The Director asserts that “what the agreement does is eliminate the need for annexation (because of shared revenue payments)...this is an improvement on the development process.” For a further description of the Racine Intergovernmental Agreement, please refer to the Water Supply & Wastewater Treatment Section of this determination.

Nonetheless, it should be noted that when two government entities agree to a boundary change in accordance with a cooperative plan, boundary shape requirements must fulfill the following requirement under s. 66.0307(5)(c)(5), Wis. Stats.:

The shape of any boundary maintained or any boundary change under the cooperative is not the result of arbitrariness and reflects due consideration for compactness of area.¹⁴⁵

Schools

The Town of Mount Pleasant is served by the Racine Unified School District (RUSD), which also serves the Villages of Wind Point, Sturtevant, Elmwood Park, North Bay, the Town of Caledonia, and the City of Racine.¹⁴⁶ This 100 square mile School District is the third largest in the state, enrolling more than 23,000 students at a 92% attendance rate in four high schools, seven middle schools, 21 elementary schools, and in optional magnet and alternative programs.¹⁴⁷ Only West Ridge Elementary, West Allen Gifford Elementary, and Case High School are located within the Town of Mount Pleasant.¹⁴⁸ (Please refer to Map 11, Appendix 3 for a depiction of the Racine Unified School District as well as surrounding school districts.)

Mount Pleasant is served by a total of five elementary schools, four middle schools, and two high schools. Table 3, page 29, provides a breakdown of these schools.

¹⁴¹ Communication with Brian O’Connell, Director of Department of Development, City of Racine, Wisconsin, 2/17/03.

¹⁴² *In Re: The Incorporation of the Town of Brookfield, Waukesha County*. June 4, 1999. Department of Administration. pg. 72.

¹⁴³ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*. pg. 12.

¹⁴⁴ *Ibid.*

¹⁴⁵ Wis. Stat. §66.0307(5)(c)(5).

¹⁴⁶ *Memorandum in Support of the Town of Mt. Pleasant’s Petition for Incorporation as Village*. pgs. 3-4.

¹⁴⁷ *Fact Sheet*. 8/02, The Racine Unified School District; *Mount Pleasant: Your first stop in Eastern Racine County*. 2002. VillageProfile.com. pg. 30. (Exhibit 26 of Petitioners).

¹⁴⁸ *About our Racine Unified Schools*. Map. Racine Unified School District.

Table 3: Schools Serving Mount Pleasant Residents¹⁴⁹

School Name	Grades	School District	Location
W. Allen Gifford 8332 Northwestern Ave.	K-5	Racine Area School District	Town of Mount Pleasant
Walter S. Goodland 4800 Graceland Ave.	K-5	Racine Area School District	City of Racine
Dr. Jones 3300 Chicory Rd.	K-5	Racine Area School District	City of Racine
Schulte 8515 Westminster Dr.	K-5	Racine Area School District	Village of Sturtevant
West Ridge 1347 Emmersten Rd.	K-5	Racine Area School District	Town of Mount Pleasant
Gilmore 2330 Northwestern Ave.	6-8	Racine Area School District	City of Racine
McKinley 2340 Mohr Ave.	6-8	Racine Area School District	City of Racine
Henry Mitchell 2701 Drexel Ave.	6-8	Racine Area School District	City of Racine
Starbuck 1516 Ohio St.	6-8	Racine Area School District	City of Racine
Jerome I. Case 7345 Washington Ave.	9-12	Racine Area School District	Town of Mount Pleasant
Washington Park 1901 12 th St.	9-12	Racine Area School District	City of Racine

RUSD also offers elementary school choice and boundary exemptions for middle and high schools, which increases options for Mount Pleasant residents. In addition, the RUSD provides a number of magnet schools and charter schools. Three elementary magnet schools provide alternative education or specialty programs, including the Red Apple School that specializes in science and environmental education, the Fine Arts School, and the Jefferson Lighthouse that stresses academics.¹⁵⁰ RUSD also offers one middle and high school magnet school, Walden, which is student-centered and staff-driven.¹⁵¹ In addition, the McKinley Middle Charter School and the Racine Educational Alternative Learning Experience charter school are a part of RUSD.¹⁵² Furthermore, RUSD offers a year-round school, a virtual high school, alternative schools, a youth options program, bilingual programs, an English as a second language program, an advanced placement program, an international baccalaureate program, Title 1 programs, and special education programs.¹⁵³

The determination of school district boundaries is an entirely separate process from municipal governance. Whether or not the Town of Mount Pleasant incorporates will have no effect on school district boundaries. However, as the Department noted in its determination in *Pewaukee* (1991), schools nonetheless have an impact in molding community allegiance through scholastic, social and recreational activities. Mount Pleasant students attend RUSD schools located in the

¹⁴⁹ *Elementary Attendance Areas, Middle School Attendance Areas, High School Attendance Areas*. Passed Spring 1981. Board of Education. Racine Unified School District.

¹⁵⁰ *Racine Unified School District: Public School Programs and Choices*. January 2003. Compiled and published by the Racine Branch of American Association of University Women.

¹⁵¹ Ibid.

¹⁵² Ibid.

¹⁵³ Ibid.

City of Racine, the Village of Sturtevant and the Town of Mount Pleasant. This tends to indicate that community allegiance related to school activities is not limited solely to Mount Pleasant but also to these neighboring communities. However, the fact that Mount Pleasant has three schools within its boundaries, including two elementary and one high school, may provide a sufficient level of community social interaction and allegiance. It is unclear whether the RUSD has addressed future capacity issues for educational facilities to service anticipated population growth in Mount Pleasant.

Water Supply & Waste Treatment District

Mount Pleasant offers public utility services, including municipal water and public sanitary sewer, to residents in two-thirds of its 34 square mile territory.¹⁵⁴ The Town contracts with the City of Racine Water Utility managed by the Waterworks Commission and the City of Racine Wastewater Utility managed by the Wastewater Commission in order to provide water and sanitary services.¹⁵⁵ The Town acknowledges that in the past the “provision of these public utility services has been fragmented;” but to correct imbalances, its 2030 Master Plan prohibits new development without “(1) public water, (2) sanitary sewers, and (3) storm basins.”¹⁵⁶

The City of Racine provides “retail” water services directly to Mount Pleasant residents.¹⁵⁷ In the Town, developers install water mains in new developments, while existing developments must pay for new water main installations through special assessments.¹⁵⁸ Ownership of newly installed water mains in the Town is then deeded to the City of Racine.¹⁵⁹ Mount Pleasant pays for 0% of the costs associated with providing municipal water services. As a consequence of this installation method, only 40% of Mount Pleasant is on municipal water, creating a mismatch between public water services and sanitary sewer services.¹⁶⁰ As noted above, the 2030 Master Plan provisions intend to correct this mismatch by prohibiting new development without public water. As a result, Mount Pleasant is negotiating with the Racine Water Utility and other municipalities regarding a “Racine Agreement” for the expansion of water services.¹⁶¹ This agreement is expected to increase water service provision Mount Pleasant once it is finalized since the Town has elected to purchase about 60% of the new facility’s capacity.¹⁶² As of 2002, the “Full Retail Service Expanded Service Area” for public water services is congruent with, and in some cases extends beyond, the current sanitary sewer service area.¹⁶³

¹⁵⁴ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*. pg. 48.

¹⁵⁵ *Ibid.*

¹⁵⁶ *Ibid.*

¹⁵⁷ *Draft: Cooperative Boundary Plan Between the Village of Sturtevant and the Town of Mount Pleasant, Racine, Wisconsin*. pg. 11.

¹⁵⁸ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*. pg. 48.

¹⁵⁹ *Draft: Cooperative Boundary Plan Between the Village of Sturtevant and the Town of Mount Pleasant, Racine, Wisconsin*. pg. 11.

¹⁶⁰ *Ibid.*, at pg. 7; *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*. pg. 48.

¹⁶¹ *Draft: Cooperative Boundary Plan Between the Village of Sturtevant and the Town of Mount Pleasant, Racine, Wisconsin*. pg. 8.

¹⁶² *Year 2030: Master Plan for Land Use and Transportation - Mt. Pleasant, Racine County, Wisconsin*. pg. 7.

¹⁶³ *Map 2: Full Retail Service Expanded Service Area*. October 2002. Ruekert-Mielke. City of Racine Water Utility.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

Sanitary treatment services are purchased “wholesale” from the City of Racine through its Wastewater Utility. The Town owns and maintains sanitary sewers through its Sanitary Sewer Utility #1.¹⁶⁴ The City of Racine receives and treats sewage effluent from the Town of Mount Pleasant as one of the municipalities it services.¹⁶⁵ It is anticipated that effluent from the Town of Yorkville as well as effluent from the Village of Sturtevant will be transmitted via a sanitary interceptor to be built by Mount Pleasant along STH “20” to I-94.¹⁶⁶ The current sewer service area for the Racine Wastewater Utility, which identifies properties that are either presently served or are slated to be served by a public sewage collection system in the Town, was adopted in 1986 by the various parties and the City of Racine and the SEWRPC have since adopted 10 amendments.¹⁶⁷ Sewer service areas are subject to approval by WDNR because sewer service area planning is a water quality issue subject to state oversight and pursuant to planning conducted under the federal Clean Water Act.¹⁶⁸

Map 12, Appendix 3, portrays the “Preliminary Draft: City of Racine and Environs Sanitary Sewer Service Area (SSA), as Defined in the SEWRPC Community Assistance Planning Report No. 147, as Amended, with Proposed Changes,” which depicts the City of Racine and Environs Sanitary Sewer Service Area and the area proposed to be added to the sewer service area. Much of the Town of Mount Pleasant lies within this sewer service area, which extends from its eastern boundary and then north and south beyond the Town borders. As seen in Map 12, there is also a proposed change to the Racine and environs sanitary sewer service area, which consists of 4.2 square miles lying immediately east of I-94. Delineated currently as an Agricultural Urban Holding district, all of the proposed area lies within Mount Pleasant’s sanitary sewer district, also noted as the “Agricultural Long Term Business Park,” by Map 17, Appendix 3. This amendment was in part the result of a request from the City of Racine and the Town of Mount Pleasant to update the SSA given the recent intergovernmental sanitary sewer service, revenue sharing, cooperation and settlement agreement. The amendment also reflects changes proposed by the Village of Sturtevant that reflect a pending s. 66.0307, Wis. Stats., boundary agreement between Sturtevant and Mount Pleasant.¹⁶⁹

Current infrastructure within the approved SSA is depicted on the “1994 Sanitary Sewer System Map, Town of Mount Pleasant, Racine County, Wisconsin” provided by petitioners, which is Map 13, Appendix 3.¹⁷⁰ Existing sewer service infrastructure extends along major state and county transportation corridors to urbanized residential neighborhood and commercial areas in the eastern and central Sections of Mount Pleasant. At this time, the western portion of the Town does not receive sewer services and sewer mains do not yet extend along STH “20” to the I-94 corridor as envisioned in the 2030 Master Plan.

Mount Pleasant’s sewer services are changing as a result of the “Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation and Settlement Agreement,” which was

¹⁶⁴ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*. pg. 48.

¹⁶⁵ *Draft: Cooperative Boundary Plan Between the Village of Sturtevant and the Town of Mount Pleasant, Racine, Wisconsin*. pg. 11.

¹⁶⁶ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*. pg. 48.

¹⁶⁷ *Preliminary Draft: Sanitary Sewer Service Area for the City of Racine and Environs*. 2003. SEWRPC, pg. 4.

¹⁶⁸ Wisconsin Administrative Code, Sections NR121, NR 110, NR 113, and DILHR (now DILR) 82.

¹⁶⁹ *Preliminary Draft: Sanitary Sewer Service Area for the City of Racine and Environs*. pg. 4.

¹⁷⁰ *Sanitary Sewer Service Map, Town of Mount Pleasant, Racine County, Wisconsin*. June 1994. Updated by Crispell-Snyder, Inc.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

signed by all relevant parties in April of 2002. This agreement arose because the Towns of Mount Pleasant and Caledonia in Racine County needed to expand sewer facilities to accommodate growth, while the Racine Wastewater Treatment Facility reached capacity, causing the City of Racine to impose a moratorium on any sewer line extensions.¹⁷¹ This crisis prompted nine towns, villages, and the City of Racine to come together to negotiate a sewer agreement, which evolved into a multi-faceted intergovernmental agreement that now involves Greater Racine sewer services, revenue-sharing, and an agreement to fix boundaries. Specifically, the “Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation, and Settlement Agreement” involves the City of Racine, its’ Wastewater Utility, the Racine Wastewater Commission, the Town of Mount Pleasant with its’ utility districts, the Town of Caledonia, the Villages of Sturtevant, Elmwood Park, and Wind Point and the Towns of Yorkville, Raymond and Somers. Petitioners assert that this agreement is “unprecedented in its scope and breadth...initiated as a basis for upgrading the Racine Wastewater Plan and ended with the municipal parties identifying a shared vision for growth and economic opportunity within the region.”¹⁷² For more information on the revenue-sharing portion of this agreement, please refer to the Shopping & Social Customs and Tax Revenue Sections of this determination.

The sewer agreement portion of the intergovernmental agreement addressed upgrading existing facilities and increasing facility capacity to accommodate future growth at cost of about \$80 million.¹⁷³ Under this agreement, Mount Pleasant, as well as all other signatories, owns system capacity rights, which may be traded to other communities subject to the agreement.¹⁷⁴ As a result of this agreement, Mount Pleasant’s sewer service capacity allocations include an average daily flow of 45.95 million gallons per day and an allocated treatment capacity of 10.21 million gallons per day.¹⁷⁵ It is expected that the newly agreed upon sewer services will “stimulate astonishing growth” in Mount Pleasant.¹⁷⁶ Mount Pleasant’s total share of estimated project costs for improvements and expansion of Racine Wastewater Utility services is 33.8%, which amounts to a \$26,839,500.¹⁷⁷

Under the Racine Area Intergovernmental Sanitary Sewer Service agreement, Mount Pleasant’s sanitary district boundaries stretch to the Town’s northern, eastern, and western borders while also extending past the Town’s southern border into areas of the Town of Somers east of the north-south Union Pacific Railroad right-of-way.¹⁷⁸ However, properties within the sanitary district are not necessarily eligible to receive public sanitary sewer service, rather properties must be located both within the sanitary district and the WDNR-approved sewer service area. The eligibility requirements for sanitary sewer service receipt by property owners is important to note because the Mount Pleasant 2030 Master Plan asserts that sanitary infrastructure improvements will not exceed the current sewer service area with one exception, but does not detail where water main extensions are planned for capital improvements:

¹⁷¹ *Tax Base Sharing Agreement: Eastern Racine County Communities Unite in a Wisconsin First*. Ann Jablonski. November 2002. Vol. 97, Nos. 11. The Municipality.

¹⁷² *Memorandum in Support of the Town of Mt. Pleasant’s Petition for Incorporation as Village*. pg. 5.

¹⁷³ *Ibid.*

¹⁷⁴ *Ibid.*

¹⁷⁵ *Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation and Settlement Agreement*. Exhibit E2.

¹⁷⁶ *Tax Base Sharing Agreement: Eastern Racine County Communities Unite in a Wisconsin First*.

¹⁷⁷ *Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation and Settlement Agreement*. Exhibit G.

¹⁷⁸ *Ibid.*, at Exhibit E.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

Except for an extension out STH “20” to service the I-94 corridor...(the current) Master Plan makes no additions to the 1986 service area. This is because measurements and projections have shown the 1986 area can service all likely Mount Pleasant growth to the year 2030.¹⁷⁹

As previously mentioned in the Environmental Corridors, Wetlands, and Natural Areas Section of this determination, stormwater management is one utility service that Mount Pleasant provides to its residents without shared authority of the City of Racine through the Mount Pleasant Storm Drainage District #1.¹⁸⁰ As a community where several downstream creeks and rivers first originate, Mount Pleasant has been engaging in stormwater management planning and incorporating storage basins in that planning since the 1960s.¹⁸¹ The Town’s stormwater management involves creating storage basins around waterways rather than the widening or deepening of waterways, which only results in flooding downstream areas.¹⁸² The Storm Drainage District covers the Pike River, the Sorensen Creek, a portion of the Des Plains River (the Kilbourn Road Ditch), and the Hood’s Creek tributary of the Root River.¹⁸³ However, Drainage District #1 does not cover western portions of the Town including western parts of the Hood’s Creek and Des Plains River.¹⁸⁴

The Town of Mount Pleasant has a “Water Quality Protection” performance standard in its zoning ordinances to help ensure clean, safe water:

No activity shall locate, store, discharge or permit the discharge of any treated, untreated or inadequately treated liquid, gaseous or solid materials of such nature, quantity, obnoxiousness, toxicity or temperature that might run off, seep, percolate or wash into surface or subsurface waters so as to contaminate, pollute or harm such waters or cause nuisances such as objectionable shore deposits, floating or submerged debris, oil or scum, color, odor, taste or unsightliness or be harmful to human, animal, plant or aquatic life.¹⁸⁵

Shopping and Social Customs

Mount Pleasant provides shopping, employment and social and recreational opportunities for its residents and also for residents of neighboring towns and villages.

Employment and Shopping

In its Community Resource guide, Mount Pleasant considers itself “home to many exciting shops, from Harley-Davidson for motorcycles to a full range of car dealerships as well as many banks, offices and government services.”¹⁸⁶ A mix of services and businesses that meet the needs of residents is a consideration in the incorporation of metropolitan cities and villages. Services and

¹⁷⁹ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*. pg. 48 – C. In light of the recent agreements and forthcoming approvals, this Master Plan will doubtless be amended so as to correctly reflect a re-estimated population, as well as the substantial policy changes that are occurring and are likely to occur should an incorporation referendum be successful.

¹⁸⁰ *Ibid.*

¹⁸¹ *Ibid.*

¹⁸² *Draft: Cooperative Boundary Plan Between the Village of Sturtevant and the Town of Mount Pleasant, Racine, Wisconsin*. pg. 12.

¹⁸³ *Ibid.*

¹⁸⁴ *Ibid.*, at pg. 13.

¹⁸⁵ *Town of Mount Pleasant, Racine County Wisconsin Zoning Ordinance*. See Section 8.5 on pg. 78.

¹⁸⁶ *Mount Pleasant: Your first stop in Eastern Racine County*. pg. 18

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

businesses need not duplicate those of larger metropolitan communities; however, basic services should be available. In its Weston (1995) Determination, the Department found that Weston met basic needs and noted the following:

Much more than just convenience retail establishments are present in Weston, a characterization important for contributing to a separate identity for a community within a metropolitan area.¹⁸⁷

The SEWRPC, in cooperation with the Regional Economic Partnership developed a list of the largest private sector employers in Mount Pleasant (see Table 4 below).¹⁸⁸

Table 4: Major Private Sector Employers - Mount Pleasant

Firm	Type of Business/Product
Ametek-Lamb Electronic Division	Manufacturing – Industrial Machinery and Equipment
CNH Global N.V.	Manufacturing – Industrial Machinery and Equipment
Putzmeister	Manufacturing – Industrial Machinery and Equipment
S. C. Johnson and Son, Inc.	Manufacturing – Chemicals and Allied Products
True-Line Lithography, Inc.	Manufacturing – Printing and Publishing
HPI Nichols	Manufacturing – Fabricated Metal Products
LGX Logistics	Manufacturing – Fabricated Metal Products
Topper Manufacturing	Manufacturing – Fabricated Metal Products
Metal-Lab, Inc.	Manufacturing – Primary Metal Industries
Meadowbrook County Club	Services – Amusement and Recreation
Racine Country Club	Services – Amusement and Recreation
Pierce General Rental, Inc.	Services – Business
Comfort Inn	Services – Hotels and Lodging Places
Fairfield Inn	Services – Hotels and Lodging Places
Holiday Inn Express	Services – Hotels and Lodging Places
Knights Inn	Services – Hotels and Lodging Places
Marriott Hotel	Services – Hotels and Lodging Places
Microtel Inns and Suites	Services – Hotels and Lodging Places
Ramada Inn Express	Services – Hotels and Lodging Places
Super 8 Motel	Services – Hotels and Lodging Places

Source: 2002 SEWRPC Profile

Additionally, petitioners presented the Department with a list of all businesses in the Town as “Exhibit #36.” This list identifies 596 businesses in the Town of Mount Pleasant. The list includes a wide range of business types such as banks and credit unions, insurance companies, law firms, beauty shops, auto shops, book stores, dental and medical offices, pharmacies, restaurants, a sporting goods store, hotels and motels, retail apparel and department stores, gas stations, real estate, roofing and carpentry businesses, and video stores.

Typically the Department utilizes the list of businesses provided by petitioners in tandem with its list of businesses in the state generated from the census; however, in this instance, because of an

¹⁸⁷ Weston (1995), at pg. 42.

¹⁸⁸ *Economic Profile: Town of Mt. Pleasant, WI*. May 2002. Southeastern Wisconsin Regional Planning Commission, Regional Economic Partnership.

absence of zip codes and inclusion of parent company mailing addresses, the joined list resulted in only a 75% match rate and located only 546 businesses. Consequently, the Department utilized 2001 data in order to create Map 14, Appendix 3, to show the location of businesses in the Town of Mount Pleasant. The pattern of business location in Mount Pleasant indicates that although Mount Pleasant's economic development may be linked with the rest of the Racine metropolitan area, separate economic opportunities have also developed in the Town.

However, these businesses have typically located around transportation corridors. In fact, most businesses are located along STH "11," STH "20," and STH "31," which function as transportation facilities for people coming and going from the City of Racine. Additionally, a substantial number of these businesses border the City of Racine. For instance, it is acknowledged that the intersection of STH "11" and "31" is where much of the shopping for Town of Mount Pleasant and Village of Sturtevant residents occurs.¹⁸⁹ This intersection is the location of grocery stores and "big box" retailers including Wal-Mart, Menard's, Office Depot, Barnes and Noble, Best Buy, Circuit City and Dicks Sporting Goods.¹⁹⁰ However, additional businesses are scattered throughout the more urbanized northeastern and southeastern portions of the Town. All of these businesses provide Mount Pleasant residents with employment and shopping opportunities.

In addition to individual businesses, a Mount Pleasant publication identifies two shopping centers for its residents that "satisfy most everyone's shopping list."¹⁹¹ One shopping center is the Regency Mall located at the intersection of STH "11" and STH "31" in the City of Racine; the other shopping center is the Village Center Shopping Center.¹⁹² In addition, the publication points out that Mount Pleasant offers residents a wide variety of restaurants to "satisfy any taste and budget."¹⁹³

Social opportunities

Mount Pleasant offers some social opportunities that help to foster community identity. There is a Town web site that provides community announcements and a community calendar of events (www.goracine.org/town_of_mount_pleasant/information.htm). Information provided by the web site's community announcements include a guide to smoking prevention session programs in the area, information regarding the Town's compost center, waste disposal rules, and voter registration and elections; while information provided by the web site's community calendar includes senior citizen card club meetings, WIC program dates, immunization dates, and Town Board and Park Commission meetings. The web site also offers information about employment in Mount Pleasant as well as information on the Town Hall, Town Board, Administrator, Clerk/Treasurer's Office, Health Department, Assessor's Office, Police and Fire Department, Public Works Department, and a number of other Town public services. In addition to providing information about community events, calendars, and town governance, Mount Pleasant local government also provides residents with the opportunity for civic involvement in the Town Board, the school district board, park commission, and the plan commission. Mount Pleasant's Town Hall is located at 6126 Durand Avenue (STH "11") at the intersection of STH "11" and STH "31," across from the City of Racine jurisdictional boundary.

¹⁸⁹ Draft: *Cooperative Boundary Plan Between the Village of Sturtevant and the Town of Mount Pleasant, Racine, Wisconsin*. pg. 19.

¹⁹⁰ Ibid.

¹⁹¹ *Mount Pleasant: Your first stop in Eastern Racine County*. pg. 18.

¹⁹² Ibid.

¹⁹³ Ibid.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

Petitioners’ provided a list of social organizations and clubs within the Town that demonstrate social cohesion and community identity, which are listed in the following table:

Table 5: Social Clubs in Mount Pleasant

Social Club	Address
Racine Country Club	2801 Northwestern Ave.
South Hills Country Club	3047 Hwy 41
Meadowbrook Country Club	2149 N. Green Bay Rd.
Roma Lodge	7130 Spring St.
Bartlett Youth Foundation	1120 N. Stuart Rd.
Boys Scouts of America	1120 N. Stuart Rd.
Knights of Columbus	13249 Washington Ave.
Greater Mount Pleasant Kiwanis Club	8710 Durand Ave.
Senior Citizen Card Club	6126 Durand Ave.
Toastmasters	6126 Durand Ave.
Shapskopf Card Club	
Army Reserves Club	10530 Washington Ave.
Razor Sharp Fitness Club	7300 Washington Ave.
Mount Pleasant Soft Ball Teams	
Kids Connection	8312 Gittings Rd.
Model Airplane Club	6126 Durand Ave.
Special Olympics SE WI	6011 Durand Ave.
Computer Club	6126 Durand Ave.
Racine Rotary Founders Club	2801 Northwestern Ave.
Hobo Club	6126 Durand Ave.
Girls Scouts	6240 Bankers Rd.
Racine Youth Sports	1330 Borgardt Rd.
Racine Area Soccer Association	9614 CTH “K”
Friends of Senior	5000 Graceland Blvd.

Additionally, over 30 churches and several non-denominational and ethnic congregations exist in Mount Pleasant, which also serve as a host for a number of community activities, including the “community’s civic and cultural activities, youth clubs and interest groups.”¹⁹⁴ Petitioners provided the following list of churches in Mount Pleasant:

- Primera Iglesia Luterana Latino Americana
- St. Paul the Apostle Catholic Church
- New Apostolic Church
- St. Hagop Armenian Apostolic Church
- New Beginnings Community Church
- True Life Church
- Church of Christ
- Community Church of the Nazarene
- Lockwood Park Congregation – Jehovah Witnesses
- Mount Pleasant Lutheran Church
- Lutheran Chapel of the Cross
- Peace Lutheran Church
- Faith Community Church
- Apostolic Faith Church

¹⁹⁴ Ibid.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

- Zoe Outreach Ministries
- New Omega Baptist Church
- Racine Baptist Temple
- Messiah Lutheran Church
- German Church of God of Racine
- Korean Church of Racine
- First Reformed Church
- Racine Assembly of God

A number of public amenities in the City of Racine also provide social amenities and entertainment for Mount Pleasant residents, which Mount Pleasant residents now help to support through the revenue sharing portion of the “Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation and Settlement Agreement.” As a part of this Agreement, the cost of public amenities will be shared as a result of a study finding that many users of the Racine Public Library, the Racine Zoological Gardens, and Racine’s Charles A. Wustum Museum of Fine Arts were residents of the greater Racine community.¹⁹⁵ Mount Pleasant’s contributions through revenue sharing payments to support public amenities located in the City of Racine as part of this intergovernmental agreement create a unique circumstance in which a set of public amenities become a regional social amenity regardless of geographic location. Consequently, the library, zoological gardens, and museum are a social opportunity for Mount Pleasant residents because they have been legitimized as “regional cultural services and facilities.”¹⁹⁶ (However, it is important to note that though the Racine Intergovernmental Agreement acknowledges the regional benefits of the library, zoological gardens, and museum as social amenities, the actual regional payments to benefit these amenities will cease at various times, and none of them last for the duration of the revenue-sharing provisions of the agreement, which means that the perception of regional responsibility for these amenities varies considerably.)¹⁹⁷

Social & Recreational Opportunities

Residents may also take advantage of a wide range of recreational opportunities. An inventory of park and open spaces in 1990 indicated that there were 15 such sites encompassing 600 acres, or 3% of the Town.¹⁹⁸ About 67% of the sites and 36% of the area was publicly owned and maintained by the Town of Mount Pleasant Park Commission. In 1990, outdoor recreational facilities in the Town included one baseball diamond, four playfields, four playgrounds, five league softball diamonds, four sandlot softball diamonds, and 19 tennis courts.¹⁹⁹

Residents may walk, picnic and play in six parks and open spaces owned by the Town of Mount Pleasant Park System.²⁰⁰

Drozd Park: a six-acre neighborhood park location in the northern portion of the Town, it offers a children’s play area, a sandlot softball diamond, and a picnic shelter.

¹⁹⁵ *Tax Base Sharing Agreement: Eastern Racine County Communities Unite in a Wisconsin First.*

¹⁹⁶ *Memorandum in Support of the Town of Mt. Pleasant’s Petition for Incorporation as Village.* pg. 8.

¹⁹⁷ *Ibid*, at pg. 9.

¹⁹⁸ *A Park and Open Space Plan for the Town of Mt. Pleasant: Racine County, Wisconsin.* pg. 5.

¹⁹⁹ *Ibid*.

²⁰⁰ *Ibid*, at pgs. 6-7.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

Lake Park: a three-acre urban open space located along Lake Michigan's shoreline in the southeastern portion of the Town, it provides open space for a number of recreational pursuits.

Sheridan Woods Park: a three-acre neighborhood park located in the southeastern portion of the Town, it offers a children's play area and a league softball diamond.

Stuart McBride Memorial Park: a twenty-acre community park located in the central portion of the Town, it offers a playfield, three league softball diamonds, and a parking lot.

Timmer Lane Park: a ten-acre undeveloped neighborhood park located in the northern portion of the Town, it is designated a secondary environmental corridor and contains a wetland.

Wayside Park: a one-acre urban open space site located in the central portion of the Town.

Other public park and open spaces not owned by the Town are located in Mount Pleasant for the use of its residents. Other governmental units and public agencies provide these sites, such as the City of Racine and Racine County (though the Town's Park Commission may contribute in the operation of the sites within Mount Pleasant). These sites include the following recreational opportunities and natural resources:²⁰¹

City of Racine Bicycle Route: a four-mile segment of this bicycle route is located in the Town of Mount Pleasant, which is part of the continuous bicycle trail/route traveling along the Lake Michigan shoreline through Kenosha, Racine and Milwaukee counties and connecting with the Milwaukee-Racine-Kenosha Trail on the north and the North Shore Trail on the south.

North Shore Trail: a one-mile segment of this bicycle trail is located in the Town of Mount Pleasant in the southeastern portion of the Town; it connects the City of Racine Bicycle Route to the Kenosha County Bicycle Trail at the Racine-Kenosha County border.

Racine County Bicycle Route: a ten-mile segment of the one-hundred mile "on-the-road" bicycle route located on low traffic volume roads throughout the County is located in the Town of Mount Pleasant.

Quarry Lake Park: a forty-acre Racine County park located in the northeastern portion of the Town, it offers a variety of recreational activities including a swimming beach and beach house, picnic areas, and opportunities for fishing and scuba diving.

Sanders Park: an eighty-acre Racine County park located in the southeastern portion of the Town, it offers a campground, playfield and playground facilities, and a hiking trail. It also encompasses Sanders Park Hardwoods, which is a designated State Scientific and Natural Area Site.

²⁰¹ Ibid, at pgs. 9-11.

In addition to the aforementioned parks and open spaces, Mount Pleasant also contains five private sites that have been inventoried in the park and open space study.²⁰²

Table 6: Non-Public Park & Open Space Sites in the Town of Mt. Pleasant: 1990

Site Name	Acreage
Case Eagle Gun Club	2 Acres
Driving Range-Miniature Golf	11 Acres
Meadow Brook Country Club	157 Acres
Racine Country Club	204 Acres
South Hills Country Club	9 Acres

In the 2030 Master Plan, the Town's only stated proposed recreational development plans are related to the Pike River Renovation project, which was previously discussed in the Environmental Corridors, Wetlands, and Natural Areas Section of this determination. The Pike River project's recreational development plans include the creation of a Recreation Trail, which would start from Spring Park in the south and travel along the Pike River to connect with Hood's Creek in the north, where the trail would follow the creek to the northern Town boundary.²⁰³ In addition, and though not specified in the text, the 2030 Master Plan map indicates a proposed Pedestrian/Bicycle Trail for Mount Pleasant. This pedestrian way/bike path would cross the Town from west to east following the Canadian Pacific Railway and it would extend into the City of Racine. When it re-entered Mount Pleasant, this pedestrian way/bicycle trail would travel south down Lathrop Avenue, passing Sorensen Creek to the Town's southern boundary.²⁰⁴

The recreational opportunities in the Town demonstrate that Mount Pleasant has an identity independent yet interconnected with neighboring communities such as the City of Racine.

Summary of Current Land Uses

Mount Pleasant has a history of engaging and participating in local and regional land use planning. Since 1970, the Town has followed Comprehensive Master Planning under the direction of the SEWRPC.²⁰⁵ The 1972 "Racine Urban Planning District" created by the SEWRPC became the plan that provided and still provides the framework for Mount Pleasant land use planning.²⁰⁶ In addition to receiving the Town's seminal comprehensive planning document in 1972, Mount Pleasant also adopted its own Zoning and Subdivision Ordinances utilizing "village powers" in that same year.²⁰⁷ Mount Pleasant's portion of the 1972 Racine District Plan has been updated in accordance with a number of studies performed by the SEWRPC, including the "1981 Farmland Preservation Plan for Racine County," the "1986 Sanitary Sewer Service Area for Racine and its Environs," the "1991 Land Use and Transportation Plan for the I-94 Corridor," and the "1991 Park & Open Space Plan."²⁰⁸ This last study, the 1991 Park & Open Space Plan has served as the Master Plan for Mount Pleasant in

²⁰² Ibid, at pg. 8.

²⁰³ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*. pg. 37-B.

²⁰⁴ Ibid, at pg. 38-A.

²⁰⁵ Ibid, at pg. 37.

²⁰⁶ Ibid.

²⁰⁷ *Memorandum in Support of the Town of Mt. Pleasant's Petition for Incorporation as Village*. pg. 11

²⁰⁸ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*. pg. 37.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

recent years, and will continue to do so until the Town Board formally adopts the 2030 Master Plan.²⁰⁹

A depiction of Mount Pleasant's zoning districts can be found in Map 15, Appendix 3. The Town's zoning map and ordinance consist of a number of districts. There are three "basic districts," including agriculture (AG) wetland-floodplain (W-F), public or utility lands (PUL).²¹⁰ Then there are a number of "basic development districts" that are subdivided into more discrete categories, including commercial (B-1, B-2, B-3, B-4, and BP), industrial (M-1, M-E), residential single family (R100, R75, R60, R50MH, R40E), residential two family (R100D, R75D, R60D), and residential multiple family (RM-1, RM-3, RM-4).²¹¹ In addition to these traditional districts, Mount Pleasant also has two basic holding districts (AUH, RCH).²¹² The AUH district refers to the "agricultural holding district," which is importantly distinct from the agricultural district. The SEWRPC intended that the "AUH district" would be applied regionally "within areas which are expected to be developed for urban uses but within which new development is prohibited until essential services are available and detailed planning and subsequent rezoning has taken place."²¹³ Accordingly, the AUH district in Mount Pleasant currently lies within the Town's "urban core" and focuses development based on "detailed neighborhood plans which evaluate existing/future roadway needs and determine the appropriate justification for potentially conflicting land uses...."²¹⁴ Additionally, Mount Pleasant adopted the regional intent of the AUH district in its zoning ordinances, which outlines the Town's AUH district as one that allows flexible urban development according to market and consumer demands:

This district is intended to be used extensively throughout that portion of the Town which is expected to develop over an extended period of time according to present regional, county or local land use plans, into residential neighborhoods offering diversified housing types and including related local and collector streets, parks, schools, churches and in limited instances convenience business development, but where the basis for detailed planning of the precise location of these many elements to a residential neighborhood cannot be properly determined except contemporaneously with demand because the future real estate market is unpredictable, the availability of essential services is incomplete, and limitations of the land and of existing and future landowners are best determined only when development is imminent....²¹⁵

The distribution of current zoning districts in the Town of Mount Pleasant also demonstrates current land use planning patterns. Again, refer to Map 15, Appendix 3. Nearly all of Mount Pleasant's traditionally recognized "urban" zoning districts are concentrated in the Town's centralized, northeastern, and southeastern areas. For instance, current residential and prospective residential districts as indicated by the Residential Single Family, Residential Two Family, Residential Multiple Family, and AUH districts, are located in the Town's north central, northeastern, and southeastern areas. Additionally, commercial districts are located primarily along major transportation corridors within designated urbanized districts; they lie along STH "20" east of Sturtevant, along STH "11" particularly east of STH "31," along CTH "C" near STH

²⁰⁹ Ibid.

²¹⁰ *Town of Mount Pleasant, Racine County Wisconsin Zoning Ordinance*. See Table of Contents.

²¹¹ Ibid.

²¹² Ibid.

²¹³ *A Farmland Preservation Plan for Racine County Wisconsin*. Community Assistance Planning Report No. 46. Southeastern Wisconsin Regional Planning Commission. pg. 71.

²¹⁴ *Memorandum in Support of the Town of Mt. Pleasant's Petition for Incorporation as Village*. pg. 15.

²¹⁵ *Town of Mount Pleasant, Racine County Wisconsin Zoning Ordinance*. See 7.7(1)(A).

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

“31,” and in areas along STH “31” and I-94. Manufacturing is concentrated in Mount Pleasant’s geographic center. Under current zoning, the Town’s largest manufacturing district exists east of Sturtevant between Braun Road and STH “20.” There are also smaller manufacturing districts in southeastern areas of Mount Pleasant lying between the City of Racine boundary and STH “32.” Though most commercial and manufacturing district acreage in the Town exists in the general urbanized/potentially urbanized area, there are a few commercial and manufacturing districts in the Town’s western agricultural area. About eleven small commercial areas and four small manufacturing districts exist along Mount Pleasant’s I-94 western border, and a few small commercial areas as well as one small manufacturing district exists along Mount Pleasant’s northern border with the Town of Caledonia. Scattered throughout the Town are Public or Utility Land Districts as well as a few Wetland-Floodplain Districts, though these primarily run along the shorelines of creeks and rivers. The current agricultural district comprises a significant portion of the Town’s western and south central Sections.

The number of area rezones typically illustrates growth in a town; and this is obtained to some degree in Mount Pleasant. Since 1972, AUH zoned districts have received the most petitions for rezones and development in accordance with their intent to focus various types of urban development in specific areas.²¹⁶ In fact, from 2000 to 2002, 41 requests for rezoning and/or conditional use permits were approved, and 34 of these rezones occurred in AUH districts for urbanization development.²¹⁷ Rezones in the AUH district are in accordance with regional and town plans for development, which target development in this zoning district.²¹⁸ However, the jurisdiction responsible for following regional and/or Town development plans is complicated in the case of Mount Pleasant because of the structure of the approval process. In Mount Pleasant, the county is the ultimate decision-maker over town land use rezones rather than the Town of Mount Pleasant.²¹⁹

The numbers of residential building permits that have been issued also demonstrate Mount Pleasant’s consistent growth in population throughout the last three decades. The following table indicates that population growth in the Town has fueled a wide-range of housing development; about 46% of residential development has been single-family housing (“R1”), and approximately 4% has resulted from two-family housing (most likely duplexes) (“R2”), and about 50% has been multi-family housing (“R3”):

Table 7: Mount Pleasant Residential Permits²²⁰

Years	“R1” Units	“R2” Units	“R3” Units
1970-1979	1201	104	843
1980-1989	543	28	543
1990-1999	988	116	1111
Totals	2732	248	2930

²¹⁶ *Memorandum in Support of the Town of Mt. Pleasant’s Petition for Incorporation as Village*. pg. 15.

²¹⁷ *A list of all rezoning and conditional use permits and summary of their disposition for years 2000, 2001, and 2002*. (Exhibit 28 of Petitioners).

²¹⁸ *A Farmland Preservation Plan for Racine County Wisconsin*. Community Assistance Planning Report No. 46. Southeastern Wisconsin Regional Planning Commission. pg. 71; *Town of Mount Pleasant, Racine County Wisconsin Zoning Ordinance*. See 7.7(1)(A).

²¹⁹ Communication with William F. White, Attorney at Law, Michael Best & Friedrich, LLP, 3/25/03.

²²⁰ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*. pg. 52.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

The numbers of commercial and industrial permits over the last five years also reflect economic growth in Mount Pleasant. In 1998, twelve commercial and nine industrial permits were issued for commercial and industrial businesses including Wal-Mart, Sentry Supersaver, and Johnson Wax.²²¹ In 1999, fifteen commercial and one industrial permits were issued for commercial and industrial businesses including Walgreen's Drug Store and D.W. Davies Warehouse.²²² In 2000, seventeen commercial permits were issued for businesses including Barnes & Noble and Circuit City; no industrial permits were issued.²²³ In 2001, sixteen commercial and two industrial permits were issued for businesses including Arby's Restaurant, Kohl's Department Store, and Topper Manufacturing.²²⁴ Finally, in 2002, fifteen commercial permits were issued and three industrial permits were issued for businesses including Jewel-Osco, Ameritech, Panera Bread, and CNH Manufacturing.²²⁵

Existing land use, as seen in Map 16, Appendix 3, provides for further understanding of the Town since it reflects historical development patterns. For instance, though a wide range of housing types has recently been developed, multi-family housing comprises only 1% of Mount Pleasant's land use, while single family housing comprises 15.3% of Mount Pleasant's land use.²²⁶ In essence, actual land use demonstrates that though housing options exist in the Town, they exist in limited locations in Mount Pleasant. In addition, permitting information over the last five years would seem to indicate that Mount Pleasant has an urbanized economy; however, commercial and industrial use comprises only 4.1% of the Town's existing land use. Consequently, though permitting information seems to indicate that Mount Pleasant is an urbanized area, the Town is still predominantly rural, with 60.1% of its land use in agriculture. In addition, the current land use map indicates that development patterns have not necessarily followed development plans as indicated by the zoning map. For instance, a number of single-family residential land uses are scattered throughout the agricultural district along transportation corridors. The table below provides an overview of what types of land uses make up the Town:

Table 8: Existing Land Use in Mount Pleasant²²⁷

Land Use Type	# of Acres	Percent
Agriculture	13,513	60.1
Residential	3,458	15.4
Transportation, Communication, Utilities	1,743	7.7
Other	1,264	5.6
Industrial	587	2.6
Woodlands	379	1.7
Recreational	374	1.7
Commercial	332	1.5
Government & Institutional	262	1.2
Surface Water	125	0.6

²²¹ *Five Year Commercial & Industrial Building Permits*. (Exhibit 29 of Petitioners).

²²² *Ibid.*

²²³ *Ibid.*

²²⁴ *Ibid.*

²²⁵ *Ibid.*

²²⁶ Communication between Jesse O'Neill, GIS Technician, Department of Administration and Michelle St. Clair, Planning Analyst.

²²⁷ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*. pg. 56-D.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

The large amount of agricultural land use may be due, in part, to Mount Pleasant's policies that directly or indirectly support agricultural preservation. Since 1972 the Town has utilized AG (Agricultural) zoning districts "...intended to provide for all agricultural uses in those areas of the Town where farming is to be encouraged, and protected as much as possible for the foreseeable future from further encroachment by urban uses."²²⁸ Furthermore, the agricultural district "explicitly recognized that farming is a valid use."²²⁹ As a result of agricultural zoning, Mount Pleasant has approximately 13,500 acres of farmland, a loss of only 200 acres since 1972 and less than five new single family residential developments have occurred on these lands.²³⁰

Considering Mount Pleasant's use of agricultural preservation and of agricultural zoning, it is important to note that only three rezones have occurred in agricultural districts within the past three years.²³¹ This may indicate a consistency between development plans and actual development. However, town rezones are subject to county review. The Town's Plan Commission makes recommendations to the County's Planning and Development Department, which has ultimate jurisdiction over rezoning and conditional use permitting decisions.²³² Under this situation of review, where Mount Pleasant has advisory input into land decisions and the "town veto" of district changes, petitioners' argue that the "Town of Mount Pleasant is currently under the ultimate jurisdiction of the zoning restrictions of Racine County."²³³ Consequently, by gaining home rule powers, Mount Pleasant can further ensure consistency with its 2030 Master Plan.

Mount Pleasant's current land use planning objective is to have the 2030 Master Plan formally adopted.²³⁴ It is important to note that the 2030 Master Plan "remains very faithful" to the 1972 Plan, except for a few changes: (1) proposed I-94 development plans along focus points, (2) proposed Braun Road Corridor Changes to ensure agricultural preservation and minimize industrial development, (3) proposed plan to guide business development and protect residential development along the STH "31" as a result of the Regency Mall, and (4) proposed STH "20" corridor access plans, controlled commercial development plans, and targeted agricultural preservation plans.²³⁵ The 2030 Master Plan includes a citizen participation and community goals overview, an arterial and collector traffic plan component, a land use plan component, a municipal utilities component, projections of land use, housing and population, a TND/TDN Traditional Neighborhood Development (Transit Related) component, and a plan implementation component.²³⁶

Section 1(a) Determination

The preceding narrative and maps found in Appendix 3 demonstrate that the present configuration proposed for incorporation by the Town contains extensive rural and urban land use elements. The historical interpretation of such varied physical characteristics has consistently

²²⁸ *Zoning Ordinance for the Town of Mount Pleasant, Racine County, Wisconsin*. 1972. Adopted by the Town Board of Supervisors under Section 60.74(7) of the Wisconsin Statutes. pg. 50.

²²⁹ *Memorandum in Support of the Town of Mt. Pleasant's Petition for Incorporation as Village*. pg. 15.

²³⁰ *Ibid*, at pg. 17.

²³¹ *A list of all rezoning and conditional use permits and summary of their disposition for years 2000, 2001, and 2002*.

²³² Communication with William F. White, Attorney at Law, Michael Best & Friedrich, LLP, 3/25/03.

²³³ *Memorandum in Support of the Town of Mt. Pleasant's Petition for Incorporation as Village*. pg. 2.

²³⁴ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*. pg. 11.

²³⁵ *Ibid*, at pgs. 38-44.

²³⁶ *Ibid*, at pg. 2.

resulted in a finding by the Department (and subsequently upheld on appeal to the courts²³⁷) that “homogeneity” was not met. This approval focuses on the preceding text which points out in great detail the extent to which petitioners and relevant local and regional agencies have demonstrated through plans, regulations, intergovernmental agreements, and other actions, that a cohesive planned and administered framework exists for *all* land lying within the petitioned territory. The resulting system of inter-related activities includes comprehensive regulatory, budgetary, and enforceable intergovernmental agreement initiatives (specifically the proposed s. 66.0307, Wis. Stats., agreements, and the “Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation and Settlement Agreement”) that the Laws of 1959 could not have anticipated because neither the concepts, nor the statutory enabling legislation existed. These actions and initiatives, when considered together, are the significant elements contributing to the finding that “homogeneity and compactness” of the petitioned territory is met because they give form and identity to Mount Pleasant by solidifying and fixing boundaries, providing for urban services across the petitioned territory, and demonstrating that the contents are “urban” (or nearly so) within the current meaning of the statute.²³⁸

In Wisconsin, the precepts of “modern” land use planning practices have been relatively recently (1999) codified into an “alternative” comprehensive planning statute, s. 66.1001, Wis. Stats., that takes ultimate effect in 2010.²³⁹ This statute, in addition to providing land use policy direction to local, county, and regional jurisdictions, also directs state agencies to bring assigned regulatory oversight activities (including those that are relevant to this Department, such as municipal incorporation, annexation, consolidation, and cooperative boundary agreements), into harmony with local planning efforts accomplished pursuant to statute. (See ss. 1.13, 66.1001 (2) (g), and (4) (b) 3., Wis. Stats.). In at least three incorporation determinations that bear similarities to this determination (*Pewaukee* (1998), *Hallie* (2002), *Bellevue* (2002)), the Department carefully reviewed locally adopted plans, ordinances, and intergovernmental agreements, as well as local regulations, development siting, and capitol budget funding decisions promulgated by local, county, regional, and state agencies, in arriving at comprehensive determinations that found the intent of the 1959 Urban Problems Study Committee regarding the “homogeneity” requirement was fulfilled. Considering the preceding determinations, this decision is an extension of the statutory policy integration initiated by this Department, first for *Pewaukee* (1998) and subsequently utilized for *Hallie* and *Bellevue* (2002).

With respect to topography, drainage basins, soils, environmental corridors, wetlands, and other characteristics that comprise the natural environment, few if any barriers inhibit the logical placement of jurisdictional boundaries. Many incorporated jurisdictions, including the cities of

²³⁷ *In Pleasant Prairie (II)*, the Wisconsin Supreme Court distinguished between urban and rural areas and proceeded to interpret the statutory intent of the homogeneity and compactness requirement by reviewing commentary to the Assembly Bill 226 that became law in 1959, and found that the standard requires that “the territory must possess certain urban characteristics.” The *Pleasant Prairie (II)* ruling follows the precedent set in *Sharping v. Johnson*, 32 Wis. 2d 383, 392; 145 N.W. 2d 691 (1966), in which the courts found that “the nature and location of land use is relevant in determining homogeneity.” And, more recent decisions where incorporation was denied by the Department have reached similar conclusions: *Brookfield I and II*, *Sheboygan*, *Bridgeport*, *Waukesha*, and *Powers Lake*.

²³⁸ Recognizing that statutory interpretation is a function of the court, the Department nevertheless believes that s. 66.0207 (a) and (b), Wis. Stats., provides sufficient flexibility upon consideration of the term “reasonably,” and the meaning attendant to “previous political boundaries,” and other related terms, to reach this conclusion. The Department believes this interpretation harmonizes subsequent legislative enactment’s with the 1959 incorporation statute.

²³⁹ The statutory “alternative” in the sense that it does not take full effect until 2010, meanwhile the older planning and zoning enabling statute remains in effect.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

Racine and Kenosha (for example) are divided by watershed boundaries (see Map 4, Appendix 3), and the Town of Mount Pleasant is no different, divided as it is by the Pike and Root River Watersheds (see Map 4, Appendix 3). It is evident therefore, that at least in this area of SE Wisconsin, political boundaries have, generally speaking, been little influenced by physiographic constraints, unlike jurisdictional boundaries in other areas of the state. “Homogeneity” among and between nearly every natural aspect is present particularly as evidenced by Maps 7 and 8, Appendix 3. These portray, respectively, the suitability of soils, taking into account slope and other aspects, for private on-site waste treatment systems, and the location of environmental corridors, thus making nearly everything within the boundary proposed by Mount Pleasant truly homogenous.

In the preceding discussion of “transportation” issues, it is apparent that the existing pattern of collector and arterial streets (see Maps 9 and 10, Appendix 3) is largely focussed on the City of Racine. However, current regional and local highway and road development plans, and provisions of the “Racine Area Intergovernmental Sanitary Sewer Service, Revenue-Sharing, Cooperation and Settlement Agreement” serve to largely mitigate this finding by addressing connectivity issues that currently exist within the Town. Table 2, page 23, illustrates the Town’s commitment to provide a more balanced street transportation system for itself as well as benefiting the communities in the region.

Existing political boundaries will be affected by two s. 66.0307, Wis. Stats., cooperative boundary plan and agreements that are currently under way between the Town and the Village of Sturtevant, and the City of Racine. These agreements will address boundary issues that were not part of the “Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation, and Settlement Agreement.” The Sturtevant agreement is in draft form, and the required joint public hearing was held Wednesday, May 21, 2003. This agreement is necessary because the incorporation of the Town will cause the boundary of the Village of Sturtevant to become fixed (at least in the short term). Comments from the SEWRPC are instructive as they envision the agreement fulfilling completion of the Master Plan for SE Wisconsin, and providing for a more “logical boundary.”

The second s. 66.0307, Wis. Stats., agreement between the Town and City of Racine has not yet been drafted, therefore the Department is relying primarily upon representations made in the “Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation, and Settlement Agreement,” that serve to define joint responsibility for physical projects and other activities that will occur at the interface between the two communities. For the most part, the existing border between the two jurisdictions contains compatible land uses, and only a keen student of urban form and structure would detect the subtleties resulting from the existence of two separate codes of ordinances. Nevertheless, there are exceptions in several areas that will doubtless be resolved by the forthcoming “cooperative plan and agreement,” and the Department encourages Mount Pleasant and Racine to fulfill their avowed commitment to completing this agreement. Given the existing boundaries and the extensive territory involved, the comprehensive “Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation, and Settlement Agreement,” and the Sturtevant/Mount Pleasant “cooperative plan and agreement” provide a foundation upon which this determination relies.²⁴⁰

²⁴⁰ Section 66.0307, Wis. Stats., provides that the Department shall approve “cooperative plans and agreements,” employing standards of review that are very similar to the incorporation statute. The Department believes that this agreement is sufficiently advanced to rely upon the good faith and intentions of the parties to honor it.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

After soliciting information from the Village of Elmwood Park, the Department does not believe that their circumstances, due to their small size (possibly the smallest jurisdiction in the state) will materially change regardless of what happens to the jurisdictions that surround them, at least in the near future. Because of their small size (slightly larger than 1/8 of a square mile), the future of Elmwood Park will largely depend upon Racine and Mount Pleasant for the physical and fiscal maintenance and enhancement of community character in the neighborhoods surrounding Elmwood Park.

Regarding the immediately adjoining survey townships, Caledonia and Somers are co-signatories to the “Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation, and Settlement Agreement,” while Yorkville is not. The southern border between Somers and Mount Pleasant is CTH “KR.” West of STH “31,” the area on both sides is urbanizing with compatible land uses, west of STH “31” the predominate land use is agriculture, and will remain so for the coming decades (see Map 17, Appendix 3). The northerly border of Mount Pleasant with the Town of Caledonia is not so easily defined, as some combination of topography, parcel boundaries and CTH “K” might offer a more logical line of demarcation. However, the SEWRPC is currently working with the Town of Caledonia on a revised land use plan, and is probably in the best position, along with Racine County and the respective town boards, to facilitate the development of coordinated land use and public facility policies across the existing town line. Given the types of land uses emerging in this shared border area, incorporation is not likely to cause insuperable intergovernmental problems.

The prospect for the Town of Yorkville following any incorporation is somewhat more nebulous, as any “border” discussions between Yorkville and Mount Pleasant have yet to occur. Lying immediately west of I-94 from Mount Pleasant (and the proposed 4.2 square mile addition to the sewer service area) is the Yorkville Sewer Utility District No. 1 that serves the Grand View Industrial Park and associated highway-related businesses that lie north and south of STH “20,” and CTH “C,” and west of I-94. The SEWRPC suggests that waste from this some 60-acre area will eventually (some 10-years hence) be conveyed by trunk sewer through Mount Pleasant to the Racine sewage treatment plant.²⁴¹ The SEWRPC suggests that no further amendments to the Racine Area Sewer Service Agreement would be necessary in order to add the acreage from Yorkville No. 1 to the proposed sewer service area boundary. Given the extensive development planned by Mount Pleasant for the westerly Sections 6, 7, 19, and 19, the Department believes that the need for coordinated public facility and land use decisions on both sides of I-94 strongly indicate the need for Mount Pleasant and Yorkville to enter into a s. 66.0307, Wis. Stats., “cooperative plan and agreement” process in order to facilitate the resolution of future jurisdictional and service issues.

Sufficient shopping venues and opportunities for social and cultural interaction are available in Mount Pleasant as to give it identity.

Taken together, Maps 12 (illustrating the proposed sewer service area addition, soon to undergo review by the WDNR, Bureau of Watershed Management²⁴²), and Map 17 (Mount Pleasant

²⁴¹ SEWRPC. “Sanitary Sewer Service Area for the City of Racine and Environs,” (Community Assistance Planning Report No. 147, Preliminary Draft May 2003), pg. 18.

²⁴² A public hearing on the draft agreement was held May 27th, and was subsequently approved as prepared by the Town Utility Commission. The regional planning commission will take up this document for approval at their monthly meeting on June 18, after which it will be submitted to the WDNR for final review and approval. Discussions between Department, SEWRPC and WDNR staff, suggest that approval is highly likely.

SECTION 1(a) HOMOGENEITY AND COMPACTNESS

Wisconsin, Year 2030 Master Plan), along with the “Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation, and Settlement Agreement,” serve to frame the rationale for viewing the Town of Mount Pleasant as all of a piece. In the recent experience of the Department, no other set of circumstances have come together (with the exception of Bellevue, Pewaukee, and Allouez – all whole-town incorporations approved pursuant to the current incorporation statute) that suggest that “homogeneity and compactness” is met through a combination of physical attributes combined with inter-related adopted plans, intergovernmental agreements (of two types), and substantial revenue sharing that neutralizes cross-boundary tax base effects. This is an unusual circumstance wherein adopted local, county, and regional plans and regulations along with intergovernmental agreements (both existing and future, and most importantly, agreements with specificity and substantial monetary exchanges) warrant being accorded great weight by the Department. For the aforementioned reasons, the Department therefore believes that this standard is met.

SECTION 1(b) TERRITORY BEYOND THE CORE

The standard to be applied as found in §66.0207(1)(b), Wis. Stats, and reads as follows:

The territory beyond the most densely populated one-half square mile specified in s. 66.0205 (1) or the most densely populated square mile specified in s. 66.0205 (2) shall have an average of more than 30 housing units per quarter Section or an assessed value, as defined in s. 66.0217 (1) (a) for real estate tax purposes, more than 25% of which is attributable to existing or potential mercantile, manufacturing or public utility uses. The territory beyond the most densely populated square mile as specified in s. 66.0205 (3) or (4) shall have the potential for residential or other land use development on a substantial scale within the next three years. The Department may waive these requirements to the extent that water, terrain or geography prevents such development.

This standard imposes different tests depending upon whether or not the petitioned territory is intended to be incorporated either as an “isolated” or “metropolitan” city or village. The first part of this standard pertains only to “isolated” villages or cities, and permits one of two criteria to satisfy the standard: 30 housing units average per quarter Section; or 25 percent or greater assessed value which is attributable to “existing or potential mercantile, manufacturing, or public utility uses.” Neither of these criteria apply in the instant action because Petitioners have filed as a “metropolitan village.”

Filing as a “metropolitan” village or city, as defined by the second sentence of (1)(b), requires the Department to find that territory lying beyond the most densely populated square mile shall have the potential for residential or other land use development on a substantial scale within three years, and authorizes the Department to waive those areas where “water, terrain, or geography presents such development.”

As a whole, the urbanized zoning districts under the 2030 Master Plan, extending from most of the Town’s northern boundary, all of its eastern boundary, and the eastern portion of its southern boundary, including Mount Pleasant’s geographic center, currently have a population density of approximately 1,163.5 persons per square mile, which is expected to increase with continued residential development and urbanization.²⁴³ (Please see Map 17, Appendix 3, “Mount Pleasant, Wisconsin, Year 2030 Master Plan” for a map of future land uses.) In contrast, the agricultural zoning district, defined as Mount Pleasant’s western portion in the 2030 Master Plan, currently has a population density of 65.8 persons per square mile.²⁴⁴ However, within the existing agricultural area, a significant portion (proximately 3,600 acres), is zoned as an “Agricultural Urban Holding” district, anticipating “large scale urban development.”²⁴⁵ It should be noted that in the areas designated to become more urbanized in the future (pursuant to the “Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation, and Settlement Agreement,” and the expected 4.2-square mile addition to the Mount Pleasant SSA as discussed in the “Sanitary Sewer Service Area for the City of Racine and Environs” report), the expanded

²⁴³ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*, pg. 38-A; Communication with Jesse O’Neill, GIS Technician, Department of Administration.

²⁴⁴ *Ibid.*

²⁴⁵ *Memorandum on Homogeneity and Compactness Elements of the Village of the Incorporation of the Town of Mt. Pleasant as a Village*, pg. 4. 4.2 square miles of this western agricultural area was recently proposed to the Wisconsin Dept. of Natural Resources for inclusion within the Sanitary Sewer Service Area for the City of Racine and Environs (SEWRPC Community Assistance Planning Report No. 147, 2nd Edition).

water and sewer services ensure that Mount Pleasant has the capacity for expected development well beyond the 2030 Master Plan.

In the areas not zoned for urbanization under the 2030 Master Plan, Petitioners argue that “retention of agricultural land as semi-permanent open space state is increasingly an attribute and amenity of urban development – it accomplishes not only the preservation of agricultural land for the sake of crop production, but also the retention of open space to augment the urban environment.”²⁴⁶ In Pleasant Prairie (I), the Court of Appeals found that the incorporation statute’s requirement for the “potential for development” expresses three distinct ideas: “(1) the kind of development, (2) the time frame in which development is capable of taking place, and (3) the amount of development.”²⁴⁷ The court then determined that what constituted substantial development is subject to the Department’s “construction and interpretation.”²⁴⁸

Master Plan

Map 17, Appendix 3, portrays future land uses recommended by Mount Pleasant’s 2030 Master Plan. This map shows that Mount Pleasant plans to urbanize at least 70% of the Town through residential (single-family, duplexes), commercial, industrial, institutional, and agricultural business park (AUH district) development. The specifics of the 2030 Master Plan build-out estimates for development vary by district (and certainly will be affected by the addition of 4.2 square miles to the sewer service area). It is anticipated that (under the pre- 2003, 4.2 square mile addition) 197 dwelling units will be constructed each year and the maximum build-out the residential district plans on absorbing is 7,250 new residential units; consequently the 2030 Master Plan contemplates full residential development in 36.9 years.²⁴⁹ In terms of industrial development, the 2030 Master Plan identifies 500 acres of available vacant and developable industrial lands.²⁵⁰ It is anticipated that ten to fifteen acres of this land will developed each year; consequently, the Town estimates that it will take between 33 to 50 years to develop these 500 acres.²⁵¹

However, if Mount Pleasant obtains village status, it also receives village powers, which confers the ability to create tax incremental financing districts (TIF districts, also known as TIDs). TIF districts provide strong incentives for public and private investment in economic development. Given the economic development incentives of village powers, and the expansive development proposed for the I-94 corridor, it may be that Mount Pleasant’s industrial build-out estimate is conservative. The Department’s recent experience with two incorporations in the Green Bay area (*Suamico* (2003), and *Bellevue* (2002)), and *Hallie* (2002) in Chippewa County, suggest that the substantial scale of development that is typically experienced by larger metropolitan areas has finally reached Wisconsin, and that a similar potential for extensive growth exists in Mount Pleasant.

In addition to residential and industrial build-out, Mount Pleasant’s 2030 Master Plan also contemplates commercial build-out. The Town identifies 113 acres of land available for commercial development, and anticipates that ten to fifteen acres of commercial land will be

²⁴⁶ Ibid, at pg. 5.

²⁴⁷ Pleasant Prairie (I). 108 Wis. 2d 465, 474, 475 (Ct. of App. 1982).

²⁴⁸ Ibid.

²⁴⁹ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*. pg. 52.

²⁵⁰ Ibid, at pg. 54.

²⁵¹ Ibid, at pg. 54.

developed each year.²⁵² Based on its build-out estimates, Mount Pleasant expects complete commercial development in eight to eleven years; however, similar to industrial development, some commercial development may be encouraged more quickly through the use of economic development village powers.

Furthermore, Mount Pleasant has extensive plans for business park development in the Agricultural Urban Holding (AUH) district, also referred to in the 2030 Master Plan as the “Business Park Lands” and “Business Park Reserve Lands.” There are 630 acres of land in the Town’s western area, in township Sections T.3N.-R.22E. 18 and 19, that are designated as business park lands and 2,395 acres of land stretching into township Sections 7-8, 17, 19, and 30 that are designated as business park reserve lands.²⁵³ Mount Pleasant estimates that build out of both business park and business park reserve lands will take up to 120 years, assuming that 20 to 30 acres are developed each year.²⁵⁴ However, it is again likely that if Mount Pleasant incorporates, it will use TIF districts to encourage development, which will likely affect the actual build-out timeline.

The location of Mount Pleasant’s business park and business park reserve lands is significant. Five of the six township Sections comprising these lands run along the I-94 transportation corridor. This is particularly important because ready access to transportation systems benefit industry and commerce in terms of providing access to labor and product/service delivery capabilities. Additionally, since sewer services as well as water services are to be extended out to the I-94 corridor, public infrastructure would support the I-94 development potential, which will likely affect the rate of development in this area. Mount Pleasant’s intent to develop along this transportation corridor has been made clear by the Town’s Administrator, Kevin O’Donnell, who states that through incorporation, “Mount Pleasant would have the tools it needs to spur business development along the eastern I-94 corridor,” which he envisions as encompassing “research and development offices, industry and other business...”²⁵⁵ Furthermore, investors consider commercial development along the I-94 in Racine County as a “driving boomlet of activity.”²⁵⁶

Sewer Service Area

As previously mentioned in the Water Supply and Waste Treatment District Section on pages 30-33 of this determination, Mount Pleasant’s sewer service capacity is expanding. As a result of the “Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation and Settlement Agreement,” which was signed by most of the metropolitan area municipalities in April of 2002, the need to expand sewer facilities to accommodate growth and provide facilities upgrades to the Racine Wastewater Treatment Facility has been addressed.²⁵⁷

Under this Agreement, Mount Pleasant, as well as all other signatories, now owns system capacity rights, which may be traded to other communities subject to the agreement.²⁵⁸ As a

²⁵² Ibid, at pg. 56.

²⁵³ Ibid, at pg. 56-A.

²⁵⁴ Ibid.

²⁵⁵ *Decision on village status awaited: Mount Pleasant ponders economic advantages, but state, voters must rule.* April 13, 2003. Milwaukee Journal Sentinel.

²⁵⁶ ‘Sewer wars’ Racine County style: Long-term spats may steal thunder from boom. July 11, 1997. The Business Journal of Milwaukee.

²⁵⁷ *Tax Base Sharing Agreement: Eastern Racine County Communities Unite in a Wisconsin First.* Ann Jablonski. November 2002. Vol. 97, Nos. 11. The Municipality.

²⁵⁸ Ibid.

result of this Agreement, Mount Pleasant’s sewer service capacity allocations include an average daily flow of 45.95 million gallons per day and an allocated treatment capacity of 10.21 million gallons per day.²⁵⁹ It is expected that the newly agreed upon sewer services will “stimulate astonishing growth” in Mount Pleasant.²⁶⁰ The proposed addition to western Town sewer service area including all or parts of Sections 6-7, 17-19, and 30, is indicative of prospective urbanization.

According to the 2030 Master Plan, areas within the sewer service area must be developed with “municipal water and sanitary sewers and appropriate stormwater management”²⁶¹ all important precursors to urban development. Because the 2030 Master Plan dictates that new development is only permitted where such services can be provided simultaneously, future growth within Mount Pleasant will continue to be regulated and concentrated in accordance with planning processes. Such stringent requirements for new development will likely channel development away from areas without these capabilities, and accelerate development in designated areas. If this requirement intended to coordinate service provisions was not in place, given COMM 83, almost all areas zoned for development would be suitable for private septic development. Either way, this creates the *potential* for development, as required by §66.0207(1)(b), Wis. Stats. Additionally, the current and future addition to the sanitary service area within Mount Pleasant will allow for the development of sewer mains, which will likely lead to increased market pressure, and an accelerated timeframe, for development.

Building Permit Data

As previously mentioned in the Summary of Current Land Use Section of this determination, rezoning and building permit data evidences the transition of rural community to an urban community, and provides evidence of market demand for higher intensity land uses. In only two years, from 2000-2002, 41 rezones and conditional use permits were approved, mostly in Agricultural Urban Holding (AUH) districts. Also, as indicated by Table 7, on page 41, from 1990 to 1999, approximately 1,215 residential building permits have been issued for 988 single-family homes, 116 duplexes, and 111 multi-family residences. Additionally, the numbers of commercial and industrial permits over the last five years also indicate that a great amount of growth has already occurred in Mount Pleasant. Over five years, from 1998 to 2002, 75 commercial and 15 industrial permits have been issued in the Town of Mount Pleasant.²⁶² It is reasonable to expect that the market demand occurring in Mount Pleasant over the past five years, and as evidenced by recent rezoning and building permit data, will continue to remain strong into the future.

Section 1(b) Determination

In previous “metropolitan area” determinations, the Department has considered development beyond the core to be satisfied with a nominal 10-20% annualized rate of land absorption. In the present situation, the sheer scale of this incorporation is also accompanied by a rather large-scale

²⁵⁹ *Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation and Settlement Agreement*. Exhibit E2.

²⁶⁰ *Tax Base Sharing Agreement: Eastern Racine County Communities Unite in a Wisconsin First*.

²⁶¹ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*. pg. 48 – E.

²⁶² *Five Year Commercial & Industrial Building Permits*.

SECTION 1(b) TERRITORY BEYOND THE CORE

proposed 4.2-square mile addition to the sewer service area, which will spread the existing rate of development across a larger area.²⁶³

Despite the extensive remaining agricultural lands, given the remaining territory that is zoned for urbanization (or which soon will be given the pending sewer service area amendment), Mount Pleasant clearly has the potential for substantial development within the next three years. This is apparent even from Mount Pleasant's existing Master Plan, and more so from the existing sewer service area and the proposed 4.2 square mile addition. This situation, where admittedly several square miles will remain in agriculture for the foreseeable future, is somewhat analogous to *Pewaukee City* (1998), in which nearly a whole township incorporated with Department approval, despite the presence of several square miles of agricultural lands. In both cases (*Pewaukee* and *Mount Pleasant*), the kind of development (planned and serviced consistent with enforceable regional plans and intergovernmental agreements), time frame and scale²⁶⁴ all matter. In addition, the Department considered whether what might be construed as "excess" acreage was possibly amenable to transfer to some other jurisdiction, and no situation provided reasonable opportunities for wholesale land transfers without creating problematic coordinated governance and land use guidance issues.

In other incorporations, the Department has considered whether the territory petitioned has received authorization from state and regional agencies for the extension of public services into undeveloped lands. In situations where other neighboring jurisdictions had previously been granted this authority, the Department determined,²⁶⁵ that petitioners could not reasonably expect to obtain this authority, and therefore development potential did not therefore exist. In the present situation, the proposed 4.2 square mile authorization for expanding the existing sewer service area underscores the concurrence by the SEWRPC of the potential significant rate of development for Mount Pleasant; and similarly the availability of treatment capacity acquired by the Town of Mount Pleasant through the "Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation and Settlement Agreement." Thus no other jurisdiction but Mount Pleasant has the future physical ability to service development occurring within the territory.

Therefore, the Department determines that the standard relating to "territory beyond the core" is met.

²⁶³ Which, as it is very likely to be accepted by the WDNR, will obviously obsolete some of the planning currently in force in Mount Pleasant.

²⁶⁴ Long-term, but with sufficient development also occurring that is commensurate with the size of the proposed incorporation.

²⁶⁵ For example, in *Pewaukee City*, 1991.

SECTION 2(a) TAX REVENUE

The standard to be applied is found in §66.016(2)(a), Wis. Stats., and is as follows:

The present and potential sources of tax revenue appear sufficient to defray the anticipated cost of governmental services at a local tax rate which compares favorably with the tax rate in a similar area for the same level of services.

Local service expenditures vary greatly across Wisconsin communities and are determined by the needs and expectations of the local populace. For this reason, the Department recognizes the need for a range of service levels and does not hold communities to fixed standards. With this consideration in mind, the Department does compare municipalities sharing similar characteristics to determine whether a proposed budget is generally reasonable and able to support the desired level of municipal services.

Table 9, below, contains Town revenues for 2001. Table 9 shows that the Town's primary sources of revenue are the general tax levy, intergovernmental sources, and permits, fines and fees. Approximately 68% or \$8,008,100, of Mount Pleasant's general revenues comes from the property tax.

Table 9: Town of Mount Pleasant Revenues 2001

Intergovernmental	
State Shared Revenues	974,500
State Aid Police Training	17,300
State Aid Recycling	
Highway Aids	621,700
Local Road Improvement Program	
State Aid Fire Insurance Dues	48,900
State Aid Water Patrol	
Other state aid	110,700
Other local government aids	
Licenses & Permits	447,300
Fines & Forfeitures	217,300
Public Charges for Services	569,200
Intergovernmental Charge for Services	
Interest Income	382,100
Other	310,400
Taxes	
General Property Taxes	8,008,100
Tax Increments	
In Lieu of Taxes	740
Other	3,200
Special Assessments	
Subtotal General Revenues	11,711,400
Other Financing Sources	
Total Revenue	11,711,400

Expenditures²⁶⁶

Table 10, below, portrays Mount Pleasant's projected expenditures. Petitioners have not prepared a proposed village budget. Instead, they rely on past Town expenditure amounts as a guide to anticipated future expenditures. Table 10 shows that Mount Pleasant spent a significant amount on general government, as well as highway construction and maintenance, and parks and recreation. It also shows that Mount Pleasant has a mill rate that is similar to that of other incorporated municipalities within Racine County (see following Figure 3, page 56).

Table 10: Town of Mount Pleasant Expenditures - 2001

Government Operations & Capital	
General Government	1,526,200
Law Enforcement	2,722,400
Fire & Ambulance	4,158,200
Other public safety*	137,000
Highway Maintenance & Administration	
Highway Construction, Maintenance & Adm.	745,300
Road-related Facilities	104,700
Other transportation	52,000
Solid Waste Collection & Disposal	580,000
Other Sanitation	
Health & Human Services	115,700
Culture & Education	
Parks & Recreation	72,000
Conservation & Development**	19,300
Subtotal	10,232,800
Debt Service	1,379,700
Capital Outlay	20,300
Subtotal	1,400,000
Total Expenditures	11,632,800
Other Financing Uses***	7,400,000
Total Expenditures & Other Financing Use	19,032,800
Total General Obligation Debt	11,959,500
Percentage of Debt to Equalized Value	.74%
Estimated Equalized Value	1,608,172,000
Estimated Local Mill Rate	4.98

*Includes inspections

** Environmental Committee

***Includes interfund transfer of funds, payments to refunding bond escrow agents, and funds applied to reduce tax levies of other taxing jurisdictions.

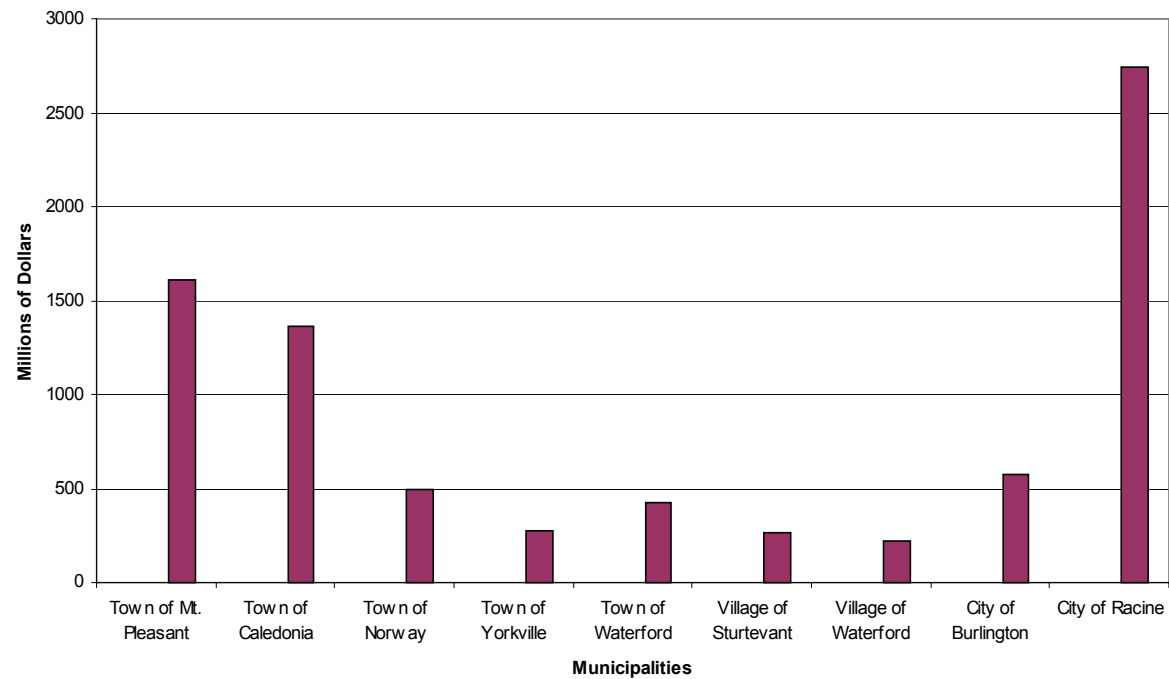
²⁶⁶ The source for all tables and charts is the Wisconsin Department of Revenue.

In the event that Mount Pleasant incorporates, expenditures are unlikely to change significantly. One additional responsibility is implementation of shoreland–floodplain zoning. Currently, Racine County administers shoreland-floodplain zoning. However, should Mount Pleasant decide to assume this responsibility (which includes adopting a WDNR-approved ordinance), it currently has the staff who could assume these duties.

Property tax base

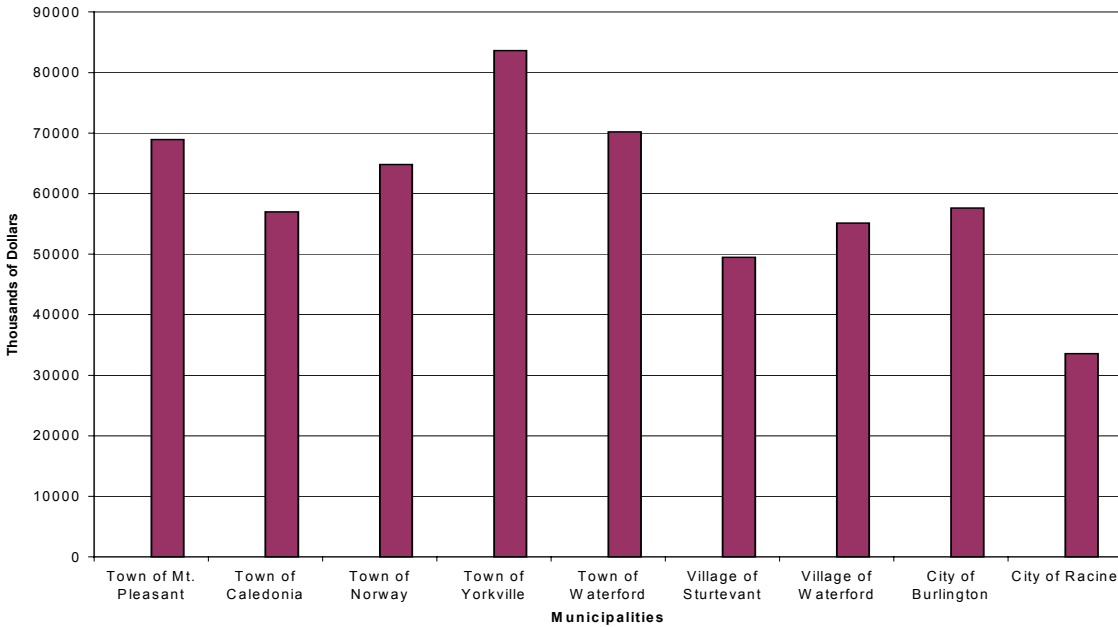
The total estimated equalized value of property in the area proposed for incorporation in 2001 was \$1,608,172,000. Figure 1, below, compares this value with that of other towns and villages in Racine County. The graph shows that Mount Pleasant’s equalized value is greater than all other selected Racine County governments, excepting the City of Racine.

Figure 1: Equalized Value of Selected Racine County Municipalities - 2001



The following Figure 2 compares Mount Pleasant's 2001 per capita equalized value to that of other Racine County towns and villages. Mount Pleasant is among the top in terms of equalized values.

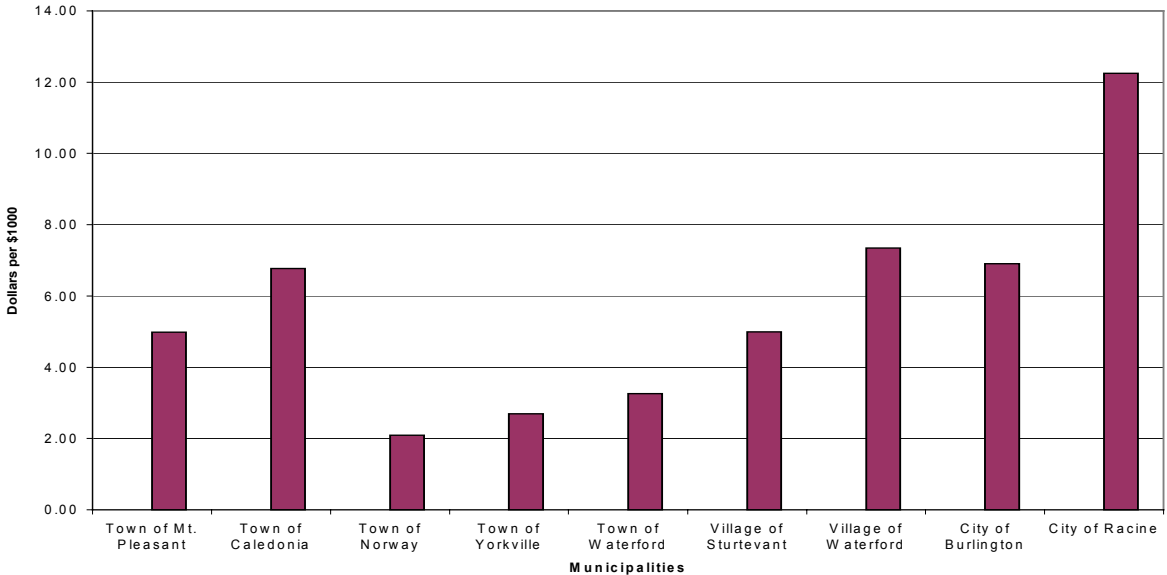
Figure 2: Per Capita Equalized Value - 2001



Property tax rates

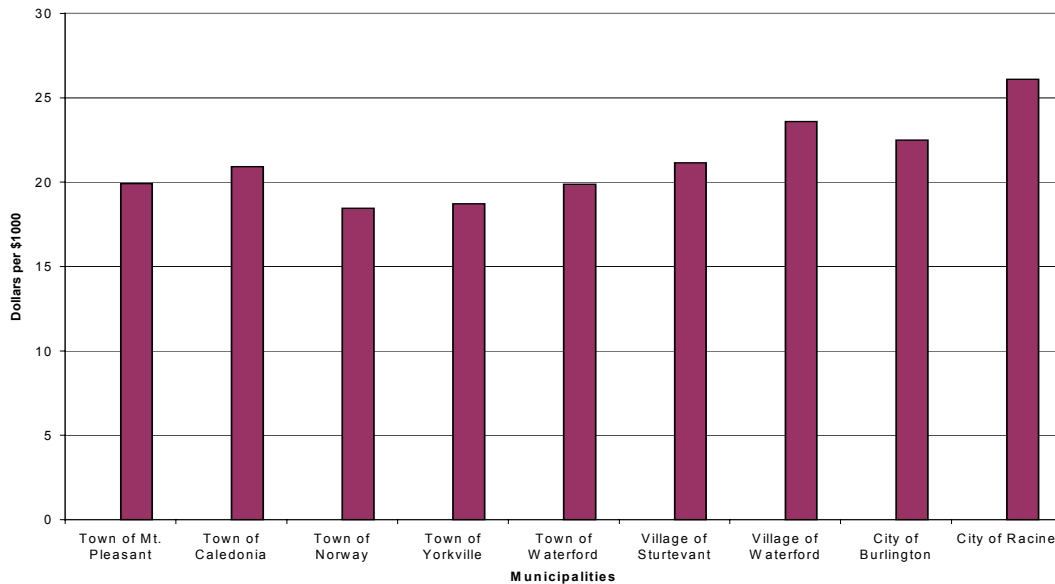
Mount Pleasant's local mill rate in 2001 was calculated to be \$4.98 per thousand. Figure 3, below, compares this mill rate with those of other towns and villages in Racine County. The graph shows that Mount Pleasant's local rate is similar to other villages and large towns in Racine County. Since Mount Pleasant already provides village-type services to its residents, its budget and tax rates would not change as a result of incorporation.

Figure 3: Local Millrate Comparison - 2001



The Department next estimated a total mill rate for Mount Pleasant and other selected towns, villages and cities in Racine County. It is also important to consider the local tax rate in context with the total mill rate that residents pay. A total mill rate differs from a local mill rate in that it also includes assessments for public K-12 school, technical college, county, and others. The total property tax mill rate for Mount Pleasant was \$19.91, which appears to be slightly below the median for the selected communities.

Figure 4: Total Millrate Comparison - 2001



As is common knowledge, the State's shared revenue payments are likely to dramatically change for 2004. Based upon current biennial budget proposals, the Legislative Fiscal Bureau estimates that the Town of Mount Pleasant's shared revenue payments could decrease by as much as 40% next year.²⁶⁷ The 2004 shared revenue payment for the entire Town is estimated at \$475,682. Any reduction in shared revenue will affect Mount Pleasant regardless of whether a new village is formed, and therefore, this has not been a factor in budget calculations. The Department is seeking to isolate the effects of incorporation on the proposed budget to determine whether sufficient tax base is available to support a new village. The Department is not conducting an analysis of whether or not there is sufficient tax revenue to absorb speculative shared revenue cuts. However, the Petitioners and electorate should be conscious of these probable reductions next year to state shared revenue and the ramifications for Mount Pleasant.

Racine Area Sewer and Revenue Sharing Agreement

Revenue sharing commenced amongst the parties of the "Racine Area Intergovernmental Sanitary Sewer Service, Revenue, Sharing, Cooperation and Settlement Agreement" in March of 2003. The City of Racine and the Town of Somers were recipients and the remaining parties were contributors.

²⁶⁷ Memorandum from Bob Lang, Director of the Wisconsin Legislative Fiscal Bureau, to the Legislature, dated March 6, 2003, Attachment 1.

Revenue Recipients	Amount Received for 2003²⁶⁸
City of Racine	\$954,764
Town of Somers	\$1,338

Revenue Contributors	Amount Provided for 2003²⁶⁹
Town of Mount Pleasant	\$628,201
Town of Caledonia	\$194,810
Village of Sturtevant	\$84,160
Village of Wind Point	\$48,932

Mount Pleasant is the largest contributor of funds to the City of Racine. Revenue sharing payments from Mount Pleasant are primarily based upon future commercial and industrial tax base plus one-third of existing tax base, including tax incremental financing districts (TIF or TID) unless a TID is waived by Racine from the calculation of revenue sharing obligations.²⁷⁰

Mount Pleasant's funding for its portion of shared revenue is derived from several factors:²⁷¹

- 1) \$2,000 single family sewer connection fee
- 2) \$1,250 per multi-family unit sewer connection fee
- 3) \$6,000 per acre nonresidential sewer connection fee
- 4) 0.07 mill addition to the local property tax rate
- 5) \$96,000 built into the sanitary sewer rate charge, which amounts to approximately a \$1 increase in residential sewer rates.

These five revenue flows will in total generate the amount required for Mount Pleasant's revenue sharing payments.²⁷² These charges will be reviewed annually for any necessary adjustments. Shortfalls will be taken from Mount Pleasant's reserve fund, which maintains funds equivalent to 25% of Mount Pleasant's expenses as a reserve.²⁷³ Excess funds received from these sources will be placed in a reserve account.

The single-family residential sewer connection fee produces \$240,000 in revenue for Mount Pleasant.²⁷⁴ This is based upon the average number of single-family building permits issued per year over the past five years.²⁷⁵ The five-year annual average for multi-family building permits is 85, which generated \$106,250 this year.²⁷⁶ Mount Pleasant estimates that non-residential connection fees will generate approximately \$99,000 per year.²⁷⁷ Furthermore, \$96,000 is built into

²⁶⁸ Personal. Comm. Telephone contact from Robert Zeinemann, Planning Analyst, Municipal Boundary Review to Ken Sclaro, Administration of the Racine Water and Wastewater Utility, May 13, 2003.

²⁶⁹ Ibid.

²⁷⁰ *Racine Are Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation, and Settlement Agreement*, Table 2 (Tax Base Sharing Model) and pg. 67.

²⁷¹ Email from Kevin O'Donnell, Administrator of Mount Pleasant, to George Hall, Director of Municipal Boundary Review, May 14, 2003.

²⁷² Ibid.

²⁷³ Ibid.

²⁷⁴ Personal Comm; Telephone conversation between Kevin O'Donnell, Administrator of Mount Pleasant with Robert Zeinemann, Planning Analyst in Municipal Boundary Review, May 19, 2003.

²⁷⁵ Ibid.

²⁷⁶ Ibid.

²⁷⁷ Ibid.

the sanitary sewer rate charge as a general rate increase. When spread over all users the increase will average less than \$4 each year per residence.²⁷⁸

Mount Pleasant's local property tax rate will not change significantly with revenue sharing because a majority of the funding is from sewer connection fees and sanitary sewer rate charges. The increase in local property taxes for a homeowner with a \$200,000 house is only \$14.

A portion of the funds received by the City of Racine must be spent on capital projects within the Joint Impact Zone (JIZ), as portrayed on Exhibit 1 with the Racine Area Agreement. The JIZ is a large area that includes southern Racine and the western edge of Racine bordering Mount Pleasant. The parties agree to earmark a portion of the shared funds for shortfalls of the Racine Public Library, and for payments to the Racine Zoological Gardens and Wustum Museum of Fine Arts for six years.²⁷⁹

The revenue sharing component of the "Racine Are Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation, and Settlement Agreement" is unprecedented in the amount of financial cooperation between local governments within the Racine Metropolitan Region. This level of sharing and cooperation is not duplicated anywhere else in Wisconsin.

The sewage treatment plant's capital improvements shall be funded separately from revenue sharing. The capital costs will be funded through annual sanitary sewer rate adjustments reviewed in October. In 2003, the average residential sewer rate was adjusted from \$42 to \$50 per quarter.²⁸⁰ Commercial sewage rates, based upon flow, increased proportionally to residential rates.²⁸¹

Section 2(a) Determination

The transition of Mount Pleasant from a rural community to an urban one will continue to require expenditures for construction and maintenance of infrastructure such as roads, sewer and water pipes, stormsewers, sidewalks, curbs and gutters, and services such as parks, recreational programs, police and fire protection, and planning and zoning. Admittedly, many of these things can occur, and have been occurring, without incorporation. While incorporation of Mount Pleasant would result in certain minor costs, as outlined above, these costs and those associated with urban development in general are well within Mount Pleasant's means. The Town of Mount Pleasant already provides full-time police and fire protection, a full-time administrator, planning and accounting staff—the transition to a village should be relatively easy given Mount Pleasant's large equalized value, and its low accumulated debt.

For all of these reasons, the Department determines that this criterion is met.

²⁷⁸ Ibid.

²⁷⁹ Racine Area Agreement, pgs. 69-74.

²⁸⁰ Email from Kevin O'Donnell, Administrator of Mount Pleasant, to George Hall, Director of Municipal Boundary Review, May 14, 2003.

²⁸¹ Email from Kevin O'Donnell, Administrator of Mount Pleasant, to Robert Zeinemann, Planning Analyst in Municipal Boundary Review, May 14, 2003.

SECTION 2(b) LEVEL OF SERVICES

The standard to be applied is found in §66.0207(2)(b), Wis. Stats., and provides as follows:

The level of governmental services desired or needed by the residents of the territory compared to the level of services offered by the proposed village or city and the level available from a contiguous municipality which files a certified copy of a resolution as provided in §66.0203(6), Wis. Stats.

No certified copy of a resolution to annex the territory as provided for by §66.0203(6), Wis. Stats., was submitted to the circuit court. Therefore, this standard is not applicable.

SECTION 2(c) IMPACT ON THE REMAINDER OF THE TOWN

Section 66.0207(2)(c), Wis. Stats., requires that the Department consider the impact upon the remainder of the town from which the territory is to be incorporated, financial and otherwise to determine whether incorporation is in the public interest.

This requirement does not apply because the entire Town of Mount Pleasant is the subject of this incorporation proceeding; there is no remaining town land.

SECTION 2(d) IMPACT UPON THE METROPOLITAN COMMUNITY

The standard to be applied is found in §66.0207(2)(d) and is as follows:

The effect upon the future rendering of governmental services both inside the territory proposed for incorporation and elsewhere within the metropolitan community. There shall be an express finding that the proposed incorporation will not substantially hinder the solution of governmental problems affecting the metropolitan community.

“Metropolitan community” is defined to mean;

[T]he territory consisting of any city having a population of 25,000 or more, or any two incorporated municipalities whose boundaries are within 5 miles of each other whose populations aggregate 25,000, plus all the contiguous area which has a population density of 100 or more persons per square mile, or which the department has determined on the basis of population trend and other pertinent facts will have a minimum density of 100 persons per square mile within 3 years.²⁸²

The metropolitan community for this determination includes the Towns of Mount Pleasant, Caledonia, Yorkville, and Somers, the Villages of Sturtevant, Wind Point, North Bay and Elmwood Park, and the City of Racine. Most of these communities share similar natural features and environmental resources. For instance, many share a natural drainage basin system that creates metropolitan-wide recreational opportunities as well as policy challenges such as stormwater runoff. Additionally, many of these communities share the same infrastructure systems and public services. In particular, the communities that are a part of the Greater Racine metropolitan area share a sanitary sewer service system, a transportation system of interconnecting roads and highways, the Racine Unified School District, and a proposed metropolitan water system.

The Department is required by statute to consider the impact of the proposed incorporation on the ability of local governments to address issues affecting the resources of the broader metropolitan community, as well as the infrastructure and services available to the residents of the metropolitan community. In addition, an examination into the legislative history also underscores the importance of considering “metropolitan impact,” as indicated by the court in Westring v. James, 71 Wis.2d 462 (1975).

The legislative note attached to Assembly Bill No. 226, A, of the 1959 legislative session reads in part: ‘the impact of an incorporation on a metropolitan community must also be considered. To prevent fragmentation of an urban area the director is required to make “an express finding that the proposed incorporation will not substantially hinder the solution of governmental problems affecting the metropolitan community of which the territory is a part.”²⁸³

Review of the “metropolitan impact standard” includes consideration of the existence of land use plans, adopted either by the county or by neighboring jurisdiction that may suggest how the territory petitioned for incorporation would be otherwise developed and served. Existing planning implementation mechanisms should be reviewed for potential conflicts in the

²⁸² §66.0201(2)(c), Wis.Stats.

²⁸³ From 396-397 of the legislative note attached to Assembly Bill No. 226, A, of the 1959 legislative session and cited in Westring v. James, 71 Wis.2d 462 (1975).

community visions reflected by these plans. The Department must also determine whether the petitioners have established that the proposed incorporation will not have a negative impact on service provision, infrastructure and environmental resource protection for the metropolitan community.

The Court in *Pleasant Prairie v. Local Affairs Dept.*, held that:

The statute is peculiarly worded, in that the incorporation can proceed only if there is a finding that it will not substantially hinder the solution of governmental problems. Obviously, this requirement for a finding places a very substantial burden on the proponent of incorporation.²⁸⁴

In *Pleasant Prairie (II) v. Local Affairs Dept.*, the court stated:

It must be conceded that the very strictures placed upon incorporation in metropolitan areas makes such incorporation difficult. The characteristics that naturally evolve in areas bordering upon a major metropolitan community almost dictate facts and physical circumstances that tend to give some support to a logical conclusion that the outlying areas do not have an independent viability, but a viability that is dependent upon the adjacent metropolis.²⁸⁵

The Town of Mount Pleasant is inextricably linked to its metropolitan region. Its current and future economic, social, and environmental success is directly related to and affects the success of neighboring municipalities, particularly the City of Racine. None of the municipalities in the Greater Racine metropolitan area have intervened to oppose Mount Pleasant's incorporation petition. There are other positive indications as well, such as Mount Pleasant's history of cooperating with area jurisdictions, its current ability to provide public services to its residents, its leadership with the issue of stormwater management, and its provision of a range of housing options for area residents, which all support the finding that incorporation of Mount Pleasant will not adversely affect surrounding communities or the region as a whole.

Cooperation with area jurisdictions

Most current and proposed future land use and development in Mount Pleasant is compatible with the plans and activities of neighboring and regional jurisdictions. Specifically, the 2030 Master Plan is consistent with its 1991 Park & Open Space Plan that served as the Master Plan for over a decade, which is based on the Racine metropolitan area plan, "The Racine Urban Planning District" created in 1972 by the Southeastern Wisconsin Regional Planning Commission.²⁸⁶ Additionally, the Town has cooperated with its neighbors and other area jurisdictions on recreational trails, parks, and municipal sewer. In particular, the "Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation and Settlement Agreement," has introduced 30 years of tax revenue sharing that recognizes the regional nature of certain cultural

²⁸⁴ *Pleasant Prairie v Local Affairs Dept.*, 108 Wis.2d 465 (1982), pg. 481.

²⁸⁵ *Pleasant Prairie (II) v. Local Affairs Dept.*, 113 Wis.2d 327 (1983), pg. 333.

²⁸⁶ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*. pg. 37.

amenities, including the public library, zoo, and a museum.²⁸⁷ The following are specific examples of Mount Pleasant's cooperative efforts with other jurisdictions noted by petitioners:²⁸⁸

- "Sustainable Racine Area Project" (Presentation materials regarding project status on March 9, 1998)
- "Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation and Settlement Agreement" (Agreement dated April 25, 2002)
- "Resolution No. 2-2002 authorizing the Town of Mount Pleasant to enter into a cooperative plan with the City of Racine"
- "Resolution No. 3-2002 authorizing the Town of Mount Pleasant to enter into a cooperative plan with the Town of Caledonia"
- "Summary of Cooperative Boundary Agreement Between the Village of Sturtevant and the Town of Mount Pleasant" (9/18/02)

The "Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation, and Settlement Agreement," through its' revenue sharing component, addresses regional tax base and revenue inequities. Sensitivity analysis of the revenue sharing formula that is part of the Racine Area Agreement suggests that the tax base sharing formula tends to neutralize the competitive effect of siting commercial and industrial development in one community versus another. The property of Racine residents is taxed at a higher rate than Mount Pleasant properties. Racine supports many regional amenities and has higher demand for social services due to a larger percentage of its population with low incomes. Therefore, when the Racine Area²⁸⁹ is viewed as a region, current inequities exist with regard to tax burdens across jurisdictions. The population with less income located within the City is subjected to a higher property tax rate²⁹⁰ than those persons with higher incomes located in Mount Pleasant.²⁹¹ The revenue sharing between Racine and Mount Pleasant²⁹² found in the "Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation, and Settlement Agreement" partially breaks down a division between the municipalities that otherwise segregates tax revenues within separate jurisdictions. The intergovernmental revenue sharing provision creates more homogeneity and equity in tax burdens. It is extraordinary that Racine Area municipalities have recognized their mutual interdependence and took action to form a basis for cooperation and sharing rather than competition between each other.

Mount Pleasant's petition for incorporation has formal support from a myriad of political jurisdictions and private concerns, including the City of Racine, the Town of Caledonia, and the Village of Elmwood Park as well as from Case New Holland, the Racine Area Manufacturers and Commerce, and S.C. Johnson.²⁹³ Furthermore, there are no parties seeking to intervene in Mount Pleasant's petition for incorporation. Therefore, at this juncture, surrounding political

²⁸⁷ *Memorandum in Support of the Town of Mt. Pleasant's Petition for Incorporation as Village.* pg. 8.

²⁸⁸ *Exhibit List – Incorporation of the Village of Mount Pleasant.* Most recent version received by the Department of Administration on January 21, 2003 from William F. White, Michael Best & Friedrich, LLP Attorneys at Law.

²⁸⁹ The "region" is defined here as included the city of Racine, villages of Sturtevant Wind Point and Elmwood Park, and towns of Mt. Pleasant, Caledonia and Somers.

²⁹⁰ Often incorporated into rent payments for lower income persons.

²⁹¹ The average income is higher in Mt. Pleasant than Racine.

²⁹² And Sturtevant, Wind Point, Caledonia and Somers.

²⁹³ *Ibid*; 6/24/2002 Letter of Support from William D. Perez, President and Chief Executive Officer, S.C. Johnson; and 4/14/2003 Letter of Support from William E. Dye, representative for the Village of Elmwood Park.

jurisdictions have indicated either support or complacency regarding the incorporation of Mount Pleasant.

However, there is one issue regarding future land use and development in Mount Pleasant that may not be compatible with the plans and activities of a neighboring jurisdiction. Specifically, Mount Pleasant's long-term development plans along the I-94 corridor may come into conflict with the Town of Yorkville's existing Grand View business park. A site visit by Departmental staff revealed that Yorkville has already established substantial commercial uses stretching from CTH "C" south to STH "11" along I-94 which forms Mount Pleasant's western boundary.²⁹⁴ It is likely that if Mount Pleasant were to incorporate, it would use Village powers to designate a tax incremental financing district within the territory of the proposed 4.2-square mile sanitary sewer service area amendment.²⁹⁵ Although it is not clear whether the commercial land market is sufficiently robust to support business park development in both Yorkville and Mount Pleasant, the corridor between the STH "11" and STH "20" interchanges was identified as a focus point for business development in the SEWRPC's "I-94 Corridor" plan.²⁹⁶

In a letter to the Department, the Town of Yorkville indicated that it fears annexation by Mount Pleasant if it were to become a Village. The letter stated that "Yorkville anticipates a 67 percent increase in commercial and industrial development in the I-94 Corridor. If any of this land is annexed by Mount Pleasant, it will significantly affect the economic development of the Town and the Town's land use planning."²⁹⁷ Given the relationship of towns to neighboring incorporated cities and villages, and the nature of the s. 66.0217, Wis. Stats., annexation process, this issue, along with the ultimate provision of interceptor sewer when the Yorkville Utility District No. 1 treatment facility closes (projected to be sometime within the next decade), would best be handled by a s. 66.0307, Wis. Stats., agreement (as the Town of Mount Pleasant is pursuing through separate (and previously discussed) agreements with Village of Sturtevant and City of Racine).

Public Services

The Town of Mount Pleasant currently provides a number of services to its resident population, such that if incorporated, Mount Pleasant would not negatively affect surrounding or county jurisdictions in terms of public service needs. For instance, Mount Pleasant already has its own Fire and Police Department, Town Board, Town Administrator, Town Clerk, Health Department, Assessor's Office, Planning and Zoning Department, Plan Commission, Public Works Department, Highway Department, Sewer Utility, and a Building Department.²⁹⁸ In addition to a developed town government, Mount Pleasant also boasts of having "[n]umerous boards and commissions composed of civic-minded residents and business leaders who volunteer their time and expertise (to) study issues..."²⁹⁹

Furthermore, the *Racine Are Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation, and Settlement Agreement* not only indicates the Town's cooperation with other

²⁹⁴ 4/16/03 Site Visit. Department of Administration Staff.

²⁹⁵ SEWRPC. *Sanitary Sewer Service Area for the City of Racine and Environs* (Community Assistance Planning Report No. 147 (preliminary draft, May 2003).

²⁹⁶ *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*, pg. 38.

²⁹⁷ *Town of Yorkville's Response to the Incorporation of the Town of Mt. Pleasant*. April 7, 2003. Elaine Sutton Ekes, Hostak, Henzl & Bichler, S.C., Representatives of the Town Board of the Town of Yorkville.

²⁹⁸ *Town of Mount Pleasant*. See http://www.goracine.org/town_of_mount_pleasant/information.htm.

²⁹⁹ Ibid.

jurisdictions, but also ensures sewer service capacity for future residential and commercial growth. Also, Mount Pleasant’s water services expansion promises to meet future needs as a consequence of the 2002 “Full Retail Service Expanded Service Area” agreement mentioned in the Water Supply & Waste Treatment Section of this determination.³⁰⁰ This agreement has also set the stage for potential future consolidations of police dispatch among Mount Pleasant, Caledonia and the City of Racine and a possible joint venture to build a new fire station for the City of Racine and Mount Pleasant.³⁰¹

However, the Town islands and peninsulas related to Mount Pleasant’ irregular border with the City of Racine presents opportunities to potentially coordinate public service delivery, Town/City engineering standards (such as for stormwater management), and other related issues. This is why the Department encourages the two jurisdictions to continue their work on the s. 66.0307, Wis. Stats., “cooperative plan and agreement.”

Housing

Mount Pleasant provides a range of housing types for residents, including single-family, duplex, townhouse, and apartment dwelling options. In fact, recent building permit information indicates that population throughout the last three decades has fueled a wide-range of housing development. Data shows that approximately 2,732 units, or about 46% of residential development, are single-family housing (“R1”), approximately 248 units, or about 4% are two-family housing (most likely duplexes) (“R2”), and about 2,930 units, or about 50% are multi-family dwellings (“R3”).³⁰² However, though there has been a wide range of housing types recently developed, multi-family housing still only comprises 1% of Mount Pleasant’s total land use, while single family housing constitutes 15.3% of Mount Pleasant’s land use.³⁰³ Consequently, housing options exist but they may be somewhat limited in location. It is unclear whether locational limits on housing options would create barriers for existing and prospective residents based on age or income. Furthermore, it is unclear whether the housing options that exist offer significant ownership options, such as rental or leasing options for duplexes or townhouses. However, it is clear that Mount Pleasant provides a variety of housing-related choices to allow people of different life cycle stages and incomes to live in Mount Pleasant, which indicates that Mount Pleasant is helping to satisfy regional needs for housing options.

Section 2(d) Determination

Mount Pleasant is actively engaged in regional and local decision making processes that strive to improve not only the area proposed for incorporation, but also the Greater Racine Metropolitan Area as a whole.

This is of particular salience for a “metropolitan” incorporation as, from the mid-1960s onward, ex-urban growth and the decline of the urban city have transpired in an almost textbook fashion throughout the Greater Racine Area, facilitating economic inequalities between the two types of entities. In response, the Town of Mount Pleasant partnered with other Racine County municipalities and associated utility districts to sign the “Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation and Settlement Agreement” in April of 2002. This Agreement addresses many of the fundamental underlying metropolitan issues and provides

³⁰⁰ *Map 2: Full Retail Service Expanded Service Area*. October 2002. Ruekert-Mielke. City of Racine Water Utility.

³⁰¹ *Tax Base Sharing Agreement: Eastern Racine County Communities Unite in a Wisconsin First*. pg. 5

³⁰² *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*. pg. 52.

³⁰³ Communication with Jesse O’Neill, GIS Technician, Department of Administration.

SECTION 2(d) IMPACT UPON THE METROPOLITAN COMMUNITY

explicit evidence supporting the conclusion that the incorporation will not “substantially hinder the solution of governmental problems affecting the metropolitan community” as required by s. 66.0207 (2)(d), Wis. Stats. Rather, this agreement encourages a regional vision through a truly significant revenue sharing component. In fact, given the Racine Area Agreement, incorporation of the Town of Mount Pleasant will actually benefit the City of Racine and the Town of Somers through an increase in revenue payments derived from new projects financed through TIF (currently allowable only in villages and cities). The Agreement also sets a precedent for cooperative planning in the region that will benefit all parties as the consolidation plans for fire and dispatch, regional transit authority and other initiatives move forward. Also, through the Agreement, the City of Racine has waived all rights to annex any land in Mount Pleasant as well as its rights to exert extraterritorial zoning or platting jurisdiction, thus solidifying the boundaries irrespective of incorporation.³⁰⁴

It will also be advantageous for the Greater Racine Metro Area to have a government with the necessary powers and governmental structure to accommodate and guide future growth within its borders. Another significance of the Racine Area Agreement is that I-94 corridor growth (at least on the east side of the corridor) will produce tax revenue growth that also benefits the City of Racine, thereby helping to support rather than detract from its neighboring communities.³⁰⁵

Furthermore, the Town has taken many of the necessary steps needed to provide services, infrastructure, and planning for development. The Town is developing planning and implementation programs for urban development and infrastructure that encompasses all types of land use and providing services that are consistent with neighboring jurisdictions in the metropolitan community.

The proposed incorporation will not have a negative effect on upon Mount Pleasant’s neighbors or the larger metropolitan area and will not hinder the solution of governmental problems affecting the area. For this, and the aforementioned reasons, the Department finds that “the proposed incorporation will not substantially hinder the solution of governmental problems affecting the metropolitan community” and that criterion 2(d) is therefore met.

³⁰⁴ *Memorandum in Support of the Town of Mt. Pleasant’s Petition for Incorporation as a Village*, pg. 8

³⁰⁵ Nevertheless, the Department acknowledges the presence of development and service issues that need to be resolved and at the very least, coordinated, between the Town of Yorkville and the Town of Mt. Pleasant. These two entities need to consider the nature of their future relationship, including whether the Town of Yorkville will become a financial partner in the Racine Area Agreement, and whether the Town of Mount Pleasant will acknowledge the request by Town of Yorkville for an intergovernmental agreement such as Mt. Pleasant is pursuing with Village of Sturtevant and City of Racine. The Department encourages the parties to explore their common interests and to jointly determine a future course of action before anything occurs that makes resolving current differences more difficult.

APPENDIX 1: REFERENCES AND ACKNOWLEDGEMENTS

Cooperative Boundary Plan Between the Village of Sturtevant and the Town of Mount Pleasant, Racine, Wisconsin. (February 10, 2003) Draft. Prepared under the Direction of the Village of Sturtevant Village Board and the Town of Mount Pleasant Supervisors.

Court of Appeals Upholds Department of Commerce Comm. 83 Rules for Private Wastewater Treatment Systems. (2002) Municipal Law Newsletter, June.

Crispell-Snyder, Inc. (1997) *Executive Summary of WDNR Facilitation Presentations for Pike River Improvements by Mount Pleasant Storm Water Drainage District No. 1.*

Crispell-Snyder, Inc., Sponsored by the Town of Mount Pleasant. (2001) *Pike River Improvements: Mount Pleasant Stormwater Utility District, Racine County, Wisconsin.*

Crispell-Snyder, Inc., Sponsored by the Town of Mount Pleasant. (2002) *Pike River Preliminary Design*, June.

Crispell-Snyder, Inc., Sponsored by the Town of Mount Pleasant. (2001) *Pike River: Sustaining The Past, Present And Future Of Our Community, Once threatened, Now in transition.*

Crispell-Snyder, Inc., Sponsored by the Town of Mount Pleasant (2002). *Year 2030: Master Plan for Land Use and Transportation – Mt. Pleasant, Racine County, Wisconsin*, December.

Crispell-Snyder, Inc. (1994) *Update to the Sanitary Sewer Service Map, Town of Mount Pleasant, Racine County, Wisconsin.* June.

Department of Administration Records. *Annexations Master Log.*

Department of Commerce. (2000) *Department of Commerce: Chapter Comm. 83 – Private Onsite Wastewater Treatment Systems.* Register No. 532. Comm 83.01, April.

Jablonski, Ann. (2002) *Tax Base Sharing Agreement: Eastern Racine County Communities Unite in a Wisconsin First.* *The Municipality*, November, Vol. 97, Nos. 11.

Milwaukee Journal Sentinel. *Decision on village status awaited: Mount Pleasant ponders economic advantages, but state, voters must rule.* April 13, 2003.

Murrell, Matthew. (2003) *The definition and mapping of environmental corridors in three Regional Planning Commissions.* *Research Management Findings.* Number 47, January.

Racine Branch of American Association of University Women. (2003) *Racine Unified School District: Public School Programs and Choices*

Racine County, Wisconsin. *Racine County Zoning Ordinance.*

Racine Unified School District. Board of Education. (1981) *Elementary Attendance Areas, Middle School Attendance Areas, High School Attendance Areas.*

Rinard, Amy. *Compromise Emerges on Growth Proposal*. September 15, 1999. Milwaukee Journal Sentinel.

Ruekert-Mielke. Sponsored by City of Racine Water Utility. (2002) *Full Retail Service Expanded Service Area*. Map 2, October.

Ruekert-Mielke. (2002) *Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation and Settlement Agreement*

Southeastern Wisconsin Regional Planning Commission. (2002) *Amendment to the Regional Water Quality Management Plan: City of Racine and Environs*. Adopted by the Southeastern Wisconsin Regional Planning Commission, December.

Southeastern Wisconsin Regional Planning Commission. (2001) *Annual Report: SEWRPC Watershed Studies Under Way or Completed: 2000*.

Southeastern Wisconsin Regional Planning Commission. (1972). *A Comprehensive Plan for the Racine Urban Planning District: Volume Two – The Recommended Comprehensive Plan*. Updated October 1972. Planning Report Number 14.

Southeastern Wisconsin Regional Planning Commission. *A Farmland Preservation Plan for Racine County Wisconsin*. Community Assistance Planning Report No. 46.

Southeastern Wisconsin Regional Planning Commission. (1991) *A Park and Open Space Plan for the Town of Mount Pleasant: Racine County, Wisconsin*, November.

Southeastern Wisconsin Regional Planning Commission. (1992) *A Regional Land Use Plan for Southeastern Wisconsin - 2010*.

Southeastern Wisconsin Regional Planning Commission. (1997) *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*.

Southeastern Regional Planning Commission. (1997) *A Regional Transportation System Plan for Southeastern Wisconsin: 2020*.

Southeastern Wisconsin Regional Planning Commission. (1997) *Commission Adopts Regional Land Use and Transportation System Plans for 2020*. Sept-Dec., Vol. 37, Nos. 5 & 6.

Southeastern Wisconsin Regional Planning Commission Newsletter. (1998) *Lake Michigan Shoreline Recession and Bluff Stability Study Completed* Vol. 38, No. 1. Jan. – Feb.

Southeastern Wisconsin Regional Planning Commission. (1997) *Racine Area Transit System Development Plan: 1998-2002*. Community Assistance Planning Report No. 233.

Southeastern Wisconsin Regional Planning Commission. (1997) *Regional Natural Areas Plan Ready for Public Review*. Jan.-Feb. Vol. 37, No. 1.

Southeastern Wisconsin Regional Planning Commission. (2003) *PRELIMINARY DRAFT: Sanitary Sewer Service Area of the City of Racine and Environs; Racine and Kenosha Counties*. Report No. 147.

Southeastern Wisconsin Regional Planning Commission and Regional Economic Partnership. (2000) *Economic Profile: Town of Mount Pleasant, WI*.

Southeastern Wisconsin Regional Planning Commission and Regional Economic Partnership. (2000) *Economic Profile: City of Racine*.

Sutton Ekes, Elaine. *Town of Yorkville's Response to the Incorporation of the Town of Mt. Pleasant*. Hostak, Henzl & Bichler, S.C., Representatives of the Town Board of the Town of Yorkville. April 7, 2003.

The Business Journal of Milwaukee. 'Sewer wars' Racine County style: Long-term spats may steal thunder from boom. July 11, 1997.

Town of Mount Pleasant. www.goracine.org/town_of_mount_pleasant/information.htm.

U.S. Department of Agriculture Natural Resource Conservation Service. *Prime Farmland List: Kenosha and Racine Counties, Wisconsin*.

U.S. Department of Agriculture Soil Conservation Service, University of Wisconsin, Wisconsin Geological and Natural History Survey, Soils Department, and Wisconsin Agriculture Experiment Station. (1969) *General Soil Map: Kenosha and Racine Counties, Wisconsin*, October.

United States Government Printing Office, Washington. (1970) *Water Resources of Racine and Kenosha Counties, Southeastern Wisconsin*.

UW Cooperative Extension and Wisconsin Department of Agriculture, Trade, and Consumer Protection. (2002) *Planning for Agriculture in Wisconsin: A Guide for Communities*. November.

Wacker, Carl, sponsored by the USDA and NRCS. (1997) *Soil Potential Ratings for Dwellings with Basements – Rating Guide*. June 17, 1997.

White, William F. (2003) *Memorandum on Homogeneity and Compactness Elements of the Village of the Incorporation of the Town of Mount Pleasant as a Village*. Michael Best & Friedrich LLP. February 17, 2003.

White, William F. (2003) *Memorandum in Support of the Town of Mt. Pleasant's Petition for Incorporation as Village*. Michael Best & Friedrich LLP.

Wisconsin Administrative Code, Sections NR121, NR 110, NR 113, and DILHR (now DILR) 82.

Wisconsin Department of Natural Resources. (1998) *The 303(d) List of Waters Not Currently Meeting Water Quality Standards*. August www.dnr.state.wi.us/org/water/wm/wqs/303d/303bycounty.

Wisconsin Department of Natural Resources. (2003) *Wisconsin Natural Resources List*. Last visited January 2003. [gomapout.dnr.state.wi.us/org/at/et/geo/nhi/what.htm?btn what= Geographic](http://gomapout.dnr.state.wi.us/org/at/et/geo/nhi/what.htm?btn%20what%3DGeographic).

Wisconsin Department of Natural Resources. *Wisconsin State Natural Areas Program*. See www.dnr.state.wi.us/org/land/er/sna/info.htm.

Wisconsin Department of Natural Resources. (1999) *Wisconsin's Natural Resource Magazine: Protecting Wisconsin's Groundwater Buried Treasure*. See "Wisconsin's Aquifers" at www.wnrmag.com/supps/1999/aug99/under.htm#aquif. August.

Wisconsin Department of Transportation. (2002) *2001 Wisconsin Highway Traffic Volume Data*

Wisconsin Historic Society: Historic Places. *Wisconsin National Register and State Register*. See www.wisconsinhistory.org/histbuild/register.

Additional Materials Referenced

Exhibit List

The Incorporation of Mount Pleasant. Provided by William F. White, Michael Best & Friedrich LLP.

1. Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation and Settlement Agreement dated as of April 25, 2002
2. Mount Pleasant, Racine County, Wisconsin, Year 2030 Master Plan for Land Use and Transportation
3. Mount Pleasant Sanitary Sewer System, 1"=600'
4. Mount Pleasant Storm Sewer System Map on Cadastrals, 1" = 400'
5. Proposed Village of Sturtevant/Mount Pleasant Boundary Agreement, 1" = 2640'
6. Mount Pleasant Zoning Map, 1"= 1,000'
7. Mount Pleasant Wisconsin Department of Natural Resources NR216 Permit (Municipal System Class 4 Outfall Map), 1" = 100'
8. Wisconsin State Trunk Highway 20 Access Plan, 1" = 200'
9. Mount Pleasant Storm Sewer System on Orthophoto Map, 1" = 400'
10. Mount Pleasant Storm Sewer Map, 1" = 2,000'
11. Town of Mount Pleasant Development Handbook
12. Annexation Map, Lands of Town of Mount Pleasant to City of Racine, 1871 to Present
13. Pike River Rehabilitation Plan
14. City of Racine Water System Map
15. Sustainable Racine Area Project Review (March 9, 1998)

16. Town of Mount Pleasant Zoning and Subdivision Ordinances
17. Letter in Support of Incorporation from Case New Holland, Inc. dated May 31, 2002
18. Letter of Support of Incorporation from Racine Area Manufacturers and Commerce, dated May 16, 2002
19. Letter to George Hall from Racine City Attorney Dan Wright dated May 8, 2002 supporting incorporation and transmitting Racine Common Council Resolution 2642 (5/7/02)
20. Racine Common Council Resolution 4475 (2/20/02) Authorizing Racine's Participation in Cooperative Planning Process
21. Summary of Cooperative Boundary Agreement Between the Village of Sturtevant and Town of Mount Pleasant, public hearing draft (9/18/02)
22. Town of Mount Pleasant Plumbing Code Amendment (1992)
23. Text of Pike River Rehabilitation Plan Report, Crispell-Snyder, Inc. (4/14/97), including Project Contacts and Informational Brochure
24. General Soils Map, Kenosha County, excerpt from SEWRPC Planning Report No. 25, pages 111-120 (4/75)
25. Annual Reports of Mount Pleasant from 1997-2001 *describing public works, public safety, administrative functions for the Village of Mount Pleasant, also describing historic, economic or societal factors which demonstrate cohesion*
26. Mount Pleasant, Wisconsin, Village Profile (2002)
27. Annual Operating Budget for Fiscal Year 2003 for Town of Mount Pleasant proposed to be used for Village of Mount Pleasant
28. A list of all rezoning and conditional use petitions and summary of their disposition for years 2000, 2001, and 2002 along with color coded map showing location of the property subject to each petition
29. Commercial and industrial building permits, 1998-2002
30. Identification and addresses of Town buildings
31. Identification of Town equipment, indicating age and value
32. Estimate of equalized value of proposed Village using 2001 actual figures and projecting through 2007
33. Town of Mount Pleasant financial statements and independent auditor's reports, 1997-2001
34. Resolution No. 2-2002 authorizing the Town of Mount Pleasant to enter into a cooperative plan with the City of Racine

35. Resolution No. 3-2002 authorizing the Town of Mount Pleasant to enter into a cooperative plan with the Town of Caledonia
36. List of all businesses in Mount Pleasant

Acknowledgements

Numerous individuals contributed information to the Department, and they are listed in Appendix 2, but I would particularly like to thank Ruekert/Mielke and the SEWRPC for their generous assistance, as well as the attorneys, department staff, and administrators (identified on the “cc” list) representing the various parties, particularly counsel and staff for the petitioners, the City of Racine, and the Village of Sturtevant. DOA staff Michelle St. Clair, Debra Baesemann, and Robert Zeinemann are responsible for much of the research and writing (Michelle has left the Department, and the latter two are heading off to law school in the fall, and all will be sorely missed).

George Hall

APPENDIX 2: DEPARTMENT CONTACTS MADE DURING RESEARCH AND ANALYSIS

Robert P. Biebel, Chief Environmental Planner, Southeastern Wisconsin Regional Planning Commission

John Broihahn, State Historical Society of Wisconsin

Elaine Sutton Ekes, Attorney, Hostak, Henzl & Bichler SC, representing Town of Yorkville

Philip C. Evenson, Director, Southeastern Wisconsin Regional Planning Commission

Linda Flashinski, Racine Area Unified School District

Robert E. Hankel, Attorney

Lisa Helmuth, WDNR Bureau of Watershed Management

Kenneth F. Hostak, Attorney, Hostak, Henzl & Bichler SC

Dennis L. Koepke, Air Management Staff, WDNR

Tom Longtin, Wisconsin Department of Transportation (District 2)

Ned Nedermeyer, Crispell-Snyder, Inc.

Brian O'Connell, Director, Department of Development, City of Racine

Jesse O'Neill, GIS Specialist, Department of Administration – Office of Land Information Services

Timothy J. Pruitt, Attorney, Hostak, Henzl & Bichler SC

H. Stanley Riffle, Attorney, Arenz, Molter, Macy & Riffle, representing Village of Sturtevant

Frank Rister, Zoning Administrator, Racine County

Charles Seeger, County Conservationist, Racine County

Michael Sillich, Land Information Officer, Racine County

Donald P. Simon, Cartographic & Graphic Arts Division, Southeastern Wisconsin Regional Planning Commission

William J. Stauber, Chief Land Use Planner, Southeastern Wisconsin Regional Planning Commission

Carl Wacker, Soil Scientist, USDA – NRCS

William F. White, Michael Best & Friedrich LLP, Attorneys at Law, representing petitioners

Daniel P. Wright, City Attorney, City of Racine

APPENDIX 3: MOUNT PLEASANT MAPS

Table of Contents

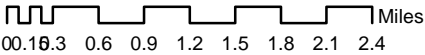
Regional Context Map	Map 1
Proposed Village of Mount Pleasant Map	Map 2
Mount Pleasant Topography	Map 3
Mount Pleasant Watersheds	Map 4
Mount Pleasant Physical Boundaries	Map 5
Mount Pleasant Soil Types	Map 6
Soil Type Description	Table 11
Mount Pleasant Soil POWTS Suitability	Map 7
Mount Pleasant Environmental Corridors	Map 8
Mount Pleasant Transportation	Map 9
Public Transit System Map	Map 10
School Districts Map	Map 11
Racine & Environs Sewer Service Area Draft	Map 12
800 SAN SWR Map (Infrastructure)	Map 13
Mount Pleasant Business Location	Map 14
Mount Pleasant Zoning Map	Map 15
Mount Pleasant Land Use Map	Map 16
2030 Master Plan-Land Use	Map 17

Map 1

Mount Pleasant
Regional Context

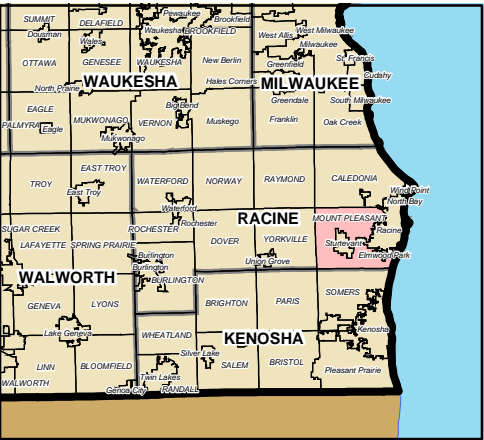


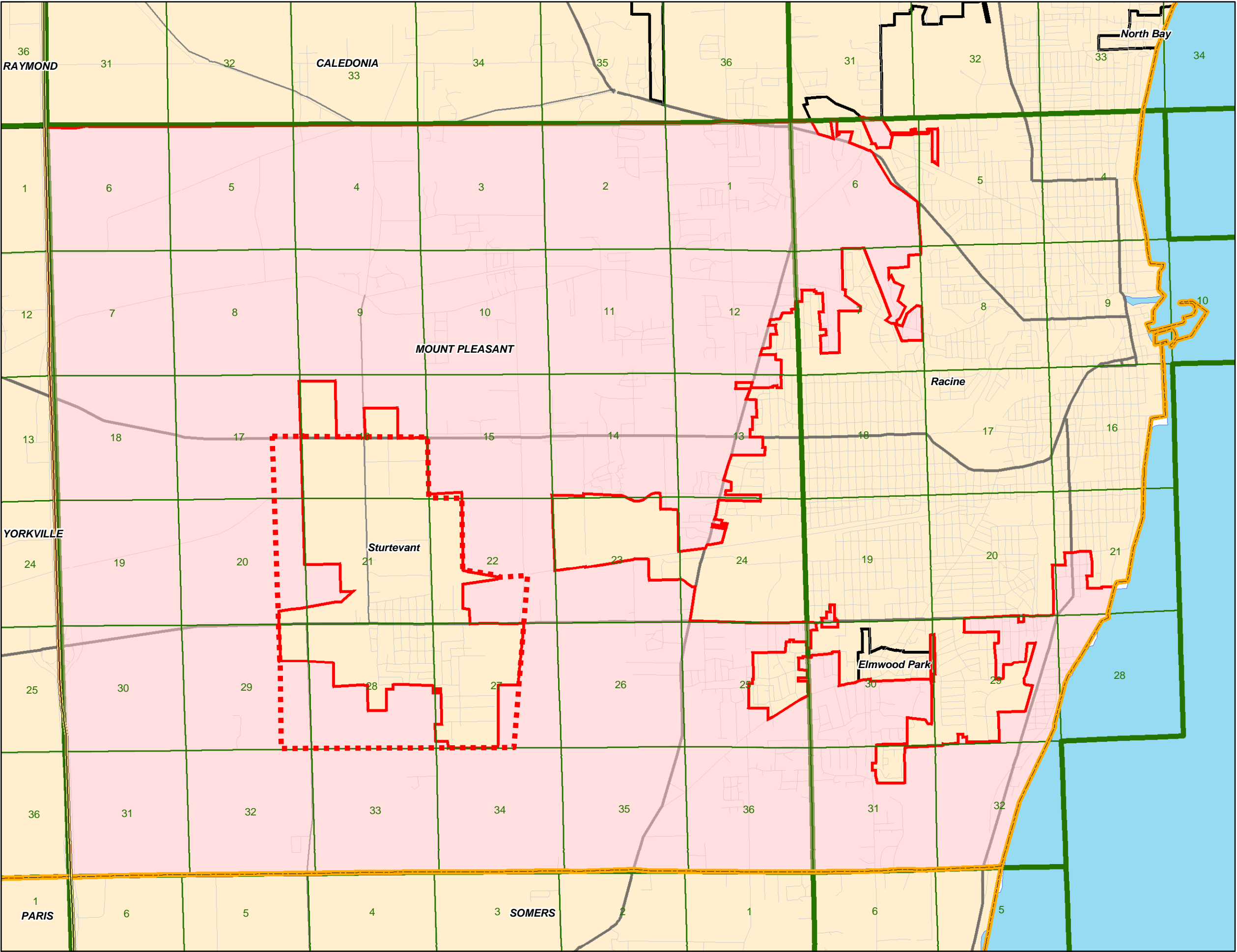
1:80,000



Legend

- Roads
- State Highways
- Federal Highways
- Proposed Boundary Change
- MOUNT PLEASANT
- MCD Boundaries
- County Boundaries





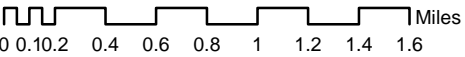
Map 2

Mount Pleasant

Proposed Village Boundaries

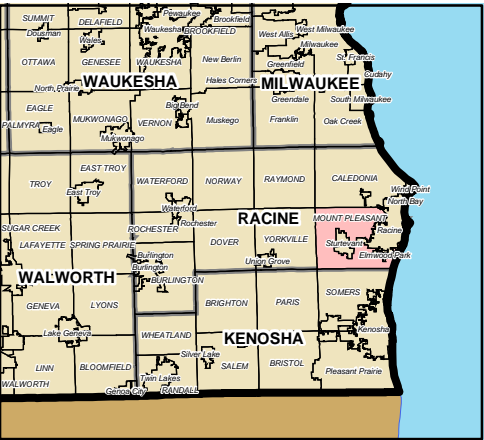


1:48,000



Legend

- Proposed Boundary Change
- MCD Boundaries
- County Boundaries
- PLSS Township Sections
- PLSS Townships
- Proposed Village of Mt. Pleasant
- Local Roads
- County Highways
- State Highways
- Federal Highways

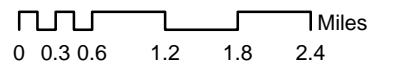


Map 3

Mount Pleasant Topography

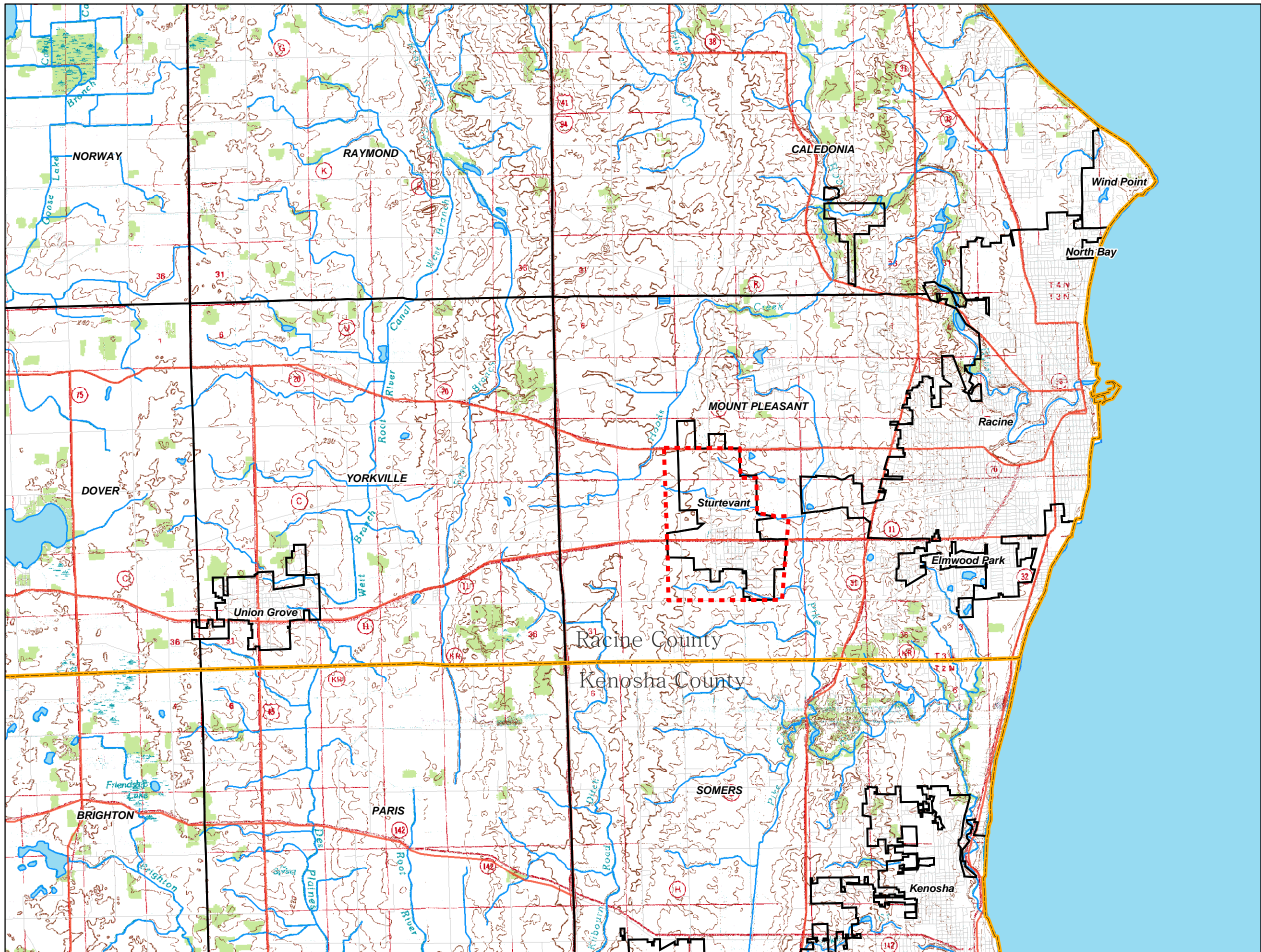
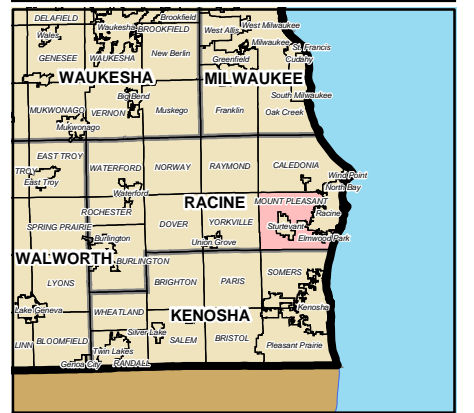


1:100,000



Legend

- 1:100,000 scale USGS Topoquads
- Proposed Boundary Change
- MCD Boundaries
- County Boundaries

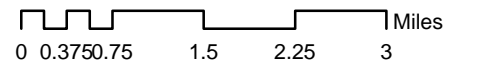


Map 4

Mount Pleasant Watersheds

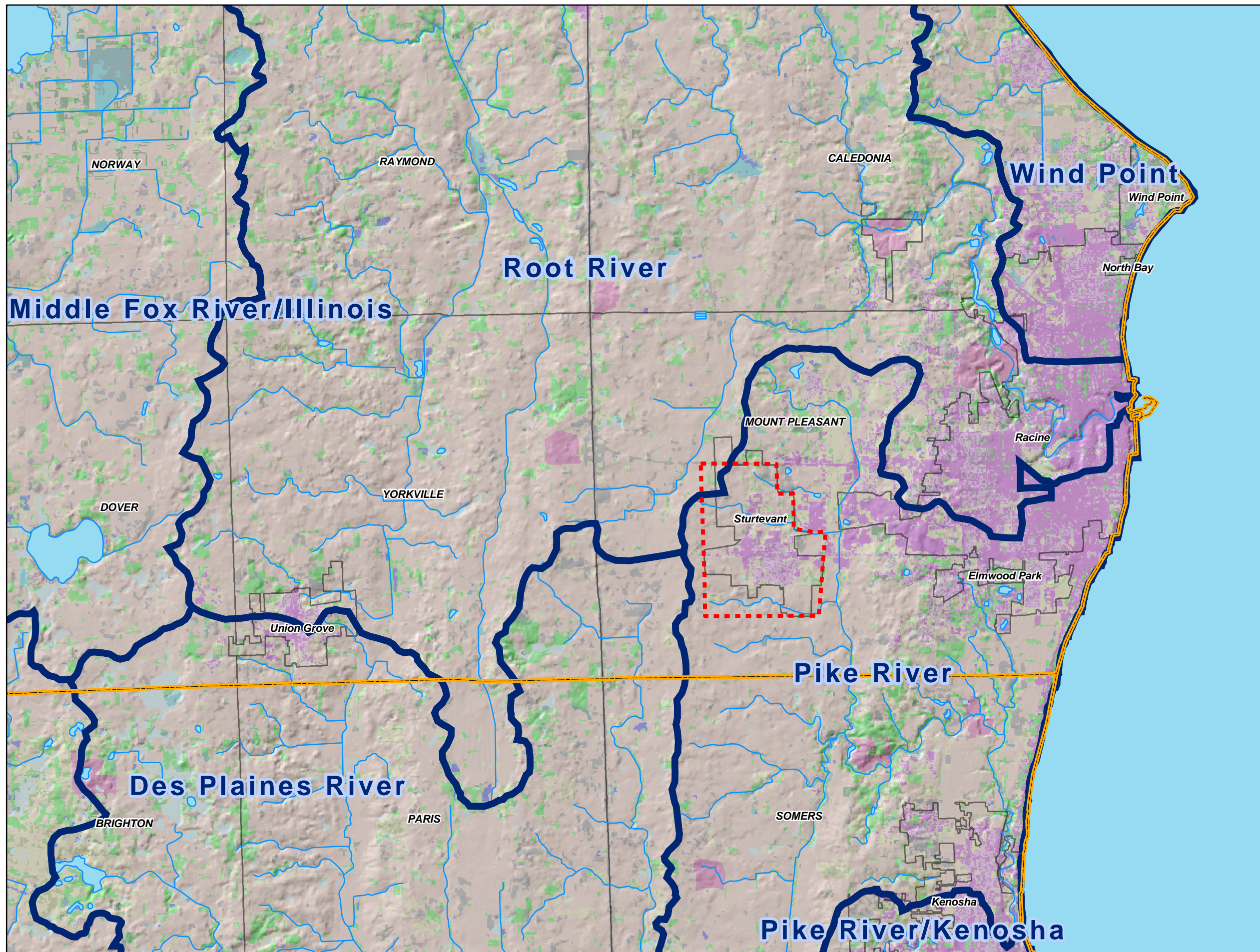
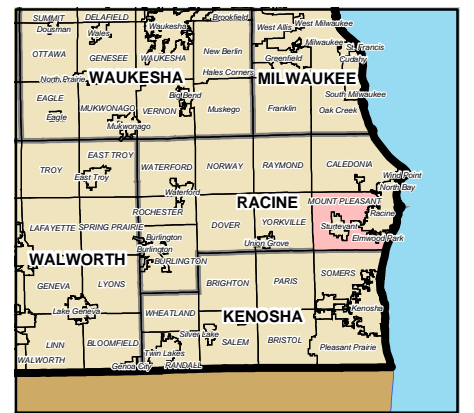


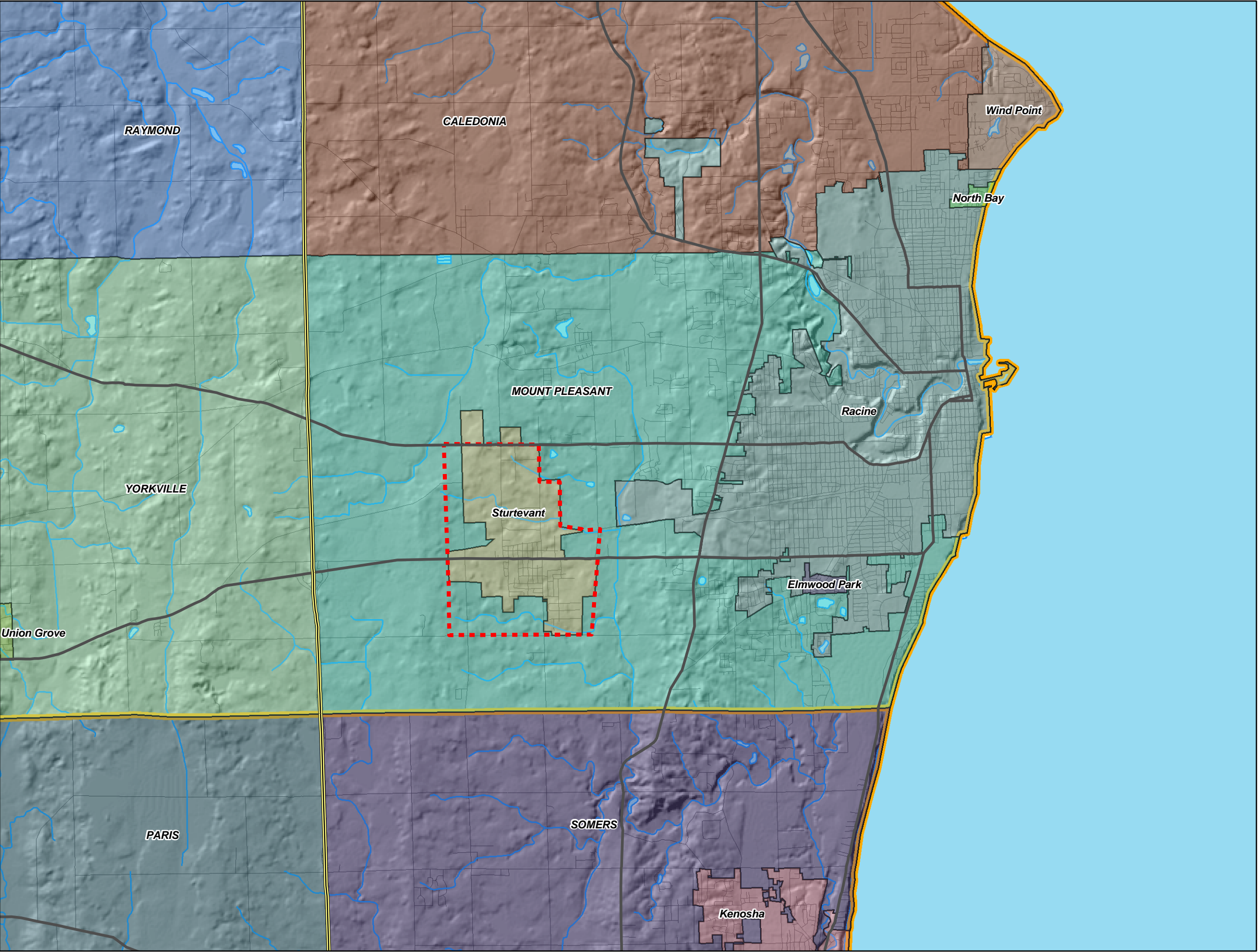
1:100,000



Legend

- Watershed Boundaries
- Proposed Boundary Change
- MCD Boundaries
- County Boundaries

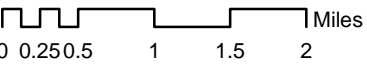




Map 5
Mount Pleasant
Physical Boundaries

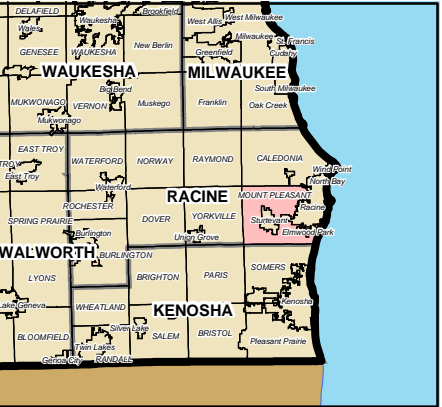


1:80,000

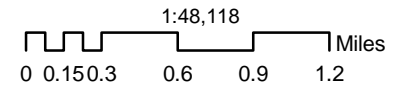


Legend

- Incorporation Boundary
- MCD Boundaries
- County Boundaries
- State Highways
- Interstates



Map 6 Mount Pleasant Soil Types



Legend

Soil Types

Am	MIA
AtA	Mzc
AuA	MzdB
AzA	MzdB2
AzB	MzdC
B.P.	MzdC2
BcA	MzdD
BIA	MzdD2
BmB	MzeC3
BnB	MzeD3
CrD2	MzfA
CrE	Mzg
Cv	Na
Cw	Oc
DaA	Pa
DrA	Ph
Dt	Pt
Dump	RaA
EtA	Rt
EtB	Ry
FaA	Sf
FmB	Sfb
FoB	ShA
FrB	ShB
FsB	SkB
G.P.	Sm
HbB	So
HeA	SzA
HeB2	SzB
HeC2	VaB
HmB	VaB2
Ht	VaC2
KaA	Wa
KhA	Water
Lu	WeB
LyB	WgB
MeB	WhB
MeB2	WmA
MeC2	Ww
MkA	ZuB

- Proposed Boundary Change
- MCD Boundaries
- County Boundaries

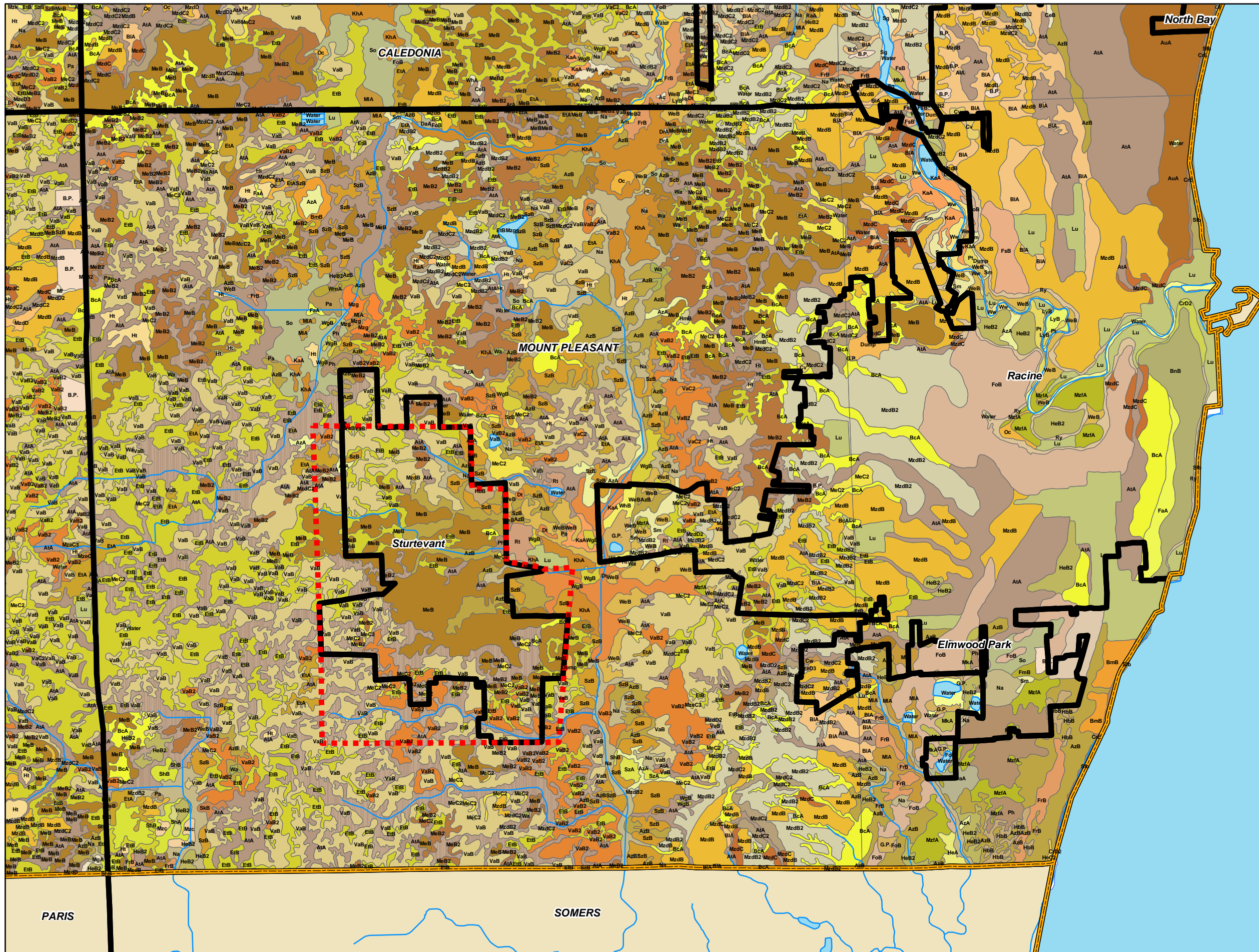
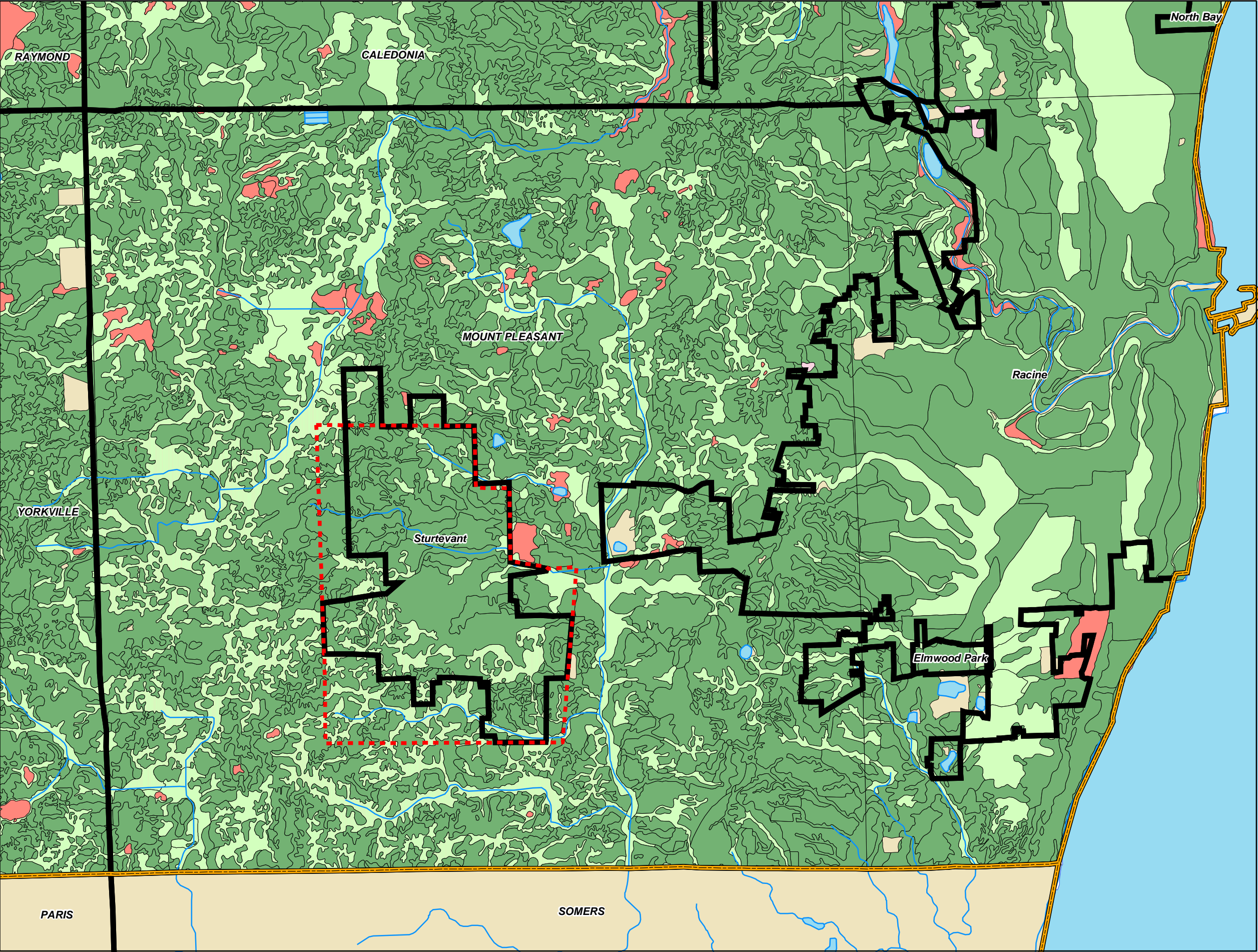


Table 11: Mount Pleasant Area Soils

Map Symbol	Soil Type/Description
Am	Alluvial Land
AtA	Ashkum silty clay loam, 0 to 3 percent slopes
AuA	Aztalan sandy loam, 1 to 3 percent slopes
AzA	Aztalan loam, 0 to 2 percent slopes
AzB	Aztalan loam, 2 to 6 percent slopes
B.P.	Borrow Pits
BcA	Beecher silt loam, 1 to 3 percent slopes
BIA	Blount silt loam, 1 to 3 percent slopes
BmB	Boyer loamy sand, 1 to 6 percent slopes
BnB	Boyer sandy loam, 2 to 6 percent slopes
CrD2	Casco-Rodman complex, 12 to 20 percent slopes, eroded
CrE	Casco-Rodman complex, 20 to 35 percent slopes
Cv	Clayey land
Cw	Colwood silt loam
DaA	Darroch fine sandy loam, neutral Variant, 0 to 3 percent slopes
DrA	Dresden loam, 1 to 3 percent slopes
Dt	Drummer silt loam, gravelly substratum
Dump	Dumps
EtA	Elliott silty clay loam, 0 to 2 percent slopes
EtB	Elliott silty clay loam, 2 to 6 percent slopes
FaA	Fabius loam, 1 to 3 percent slopes
FmB	Fox sandy loam, 1 to 6 percent slopes
FoB	Fox loam, 2 to 6 percent slopes
FrB	Fox loam, clayey substratum, 2 to 6 percent slopes
FsB	Fox silt loam, 2 to 6 percent slopes
G.P.	Gravel Pits
HbB	Hebron sandy loam, 2 to 6 percent slopes
HeA	Hebron loam, 0 to 2 percent slopes
HeB2	Hebron loam, 2 to 6 percent slopes, eroded
HeC2	Hebron loam, 6 to 12 percent slopes, eroded
HmB	Hochheim loam, 2 to 6 percent slopes
Ht	Houghton muck
KaA	Kane loam, 1 to 3 percent slopes
KhA	Kane silt loam, clayey substratum, 1 to 3 percent slopes
Lu	Loamy land
LyB	Lorenzo loam, 2 to 6 percent slopes
MeB	Markham silt loam, 2 to 6 percent slopes
MeB2	Markham silt loam, 2 to 6 percent slopes, eroded
MeC2	Markham silt loam, 6 to 12 percent slopes, eroded
MkA	Matherton loam, 1 to 3 percent slopes
MIA	Matherton loam, clayey substratum, 1 to 3 percent slopes
Mzc	Montgomery silty clay
MzdB	Morley silt loam, 2 to 6 percent slopes
MzdB2	Morley silt loam, 2 to 6 percent slopes, eroded
MzdC	Morley silt loam, 6 to 12 percent slopes
MzdC2	Morley silt loam, 6 to 12 percent slopes, eroded
MzdD	Morley silt loam, 12 to 20 percent slopes
MzdD2	Morley silt loam, 12 to 20 percent slopes, eroded
MzeC3	Morley soils, 6 to 12 percent slopes, severely eroded
MzeD3	Morley soils, 12 to 20 percent slopes, severely eroded
MzfA	Mundelein silt loam, 1 to 3 percent slopes
Mzg	Muskego muck
Na	Navan silt loam
Oc	Ogden muck
Pa	Palms muck
Ph	Pella silt loam

Map Symbol	Soil Type/Description
Pt	Plano silt loam, gravelly substratum
RaA	Radford silt loam, 0 to 3 percent slopes
Rt	Rollin muck
Ry	Rough Broken Land
Sf	Sandy and Gravelly Land
Sfb	Sandy Lake Beaches
ShA	Saylesville silt loam, 0 to 2 percent slopes
ShB	Saylesville silt loam, 2 to 6 percent slopes
SkB	Saylesville silt loam, dark surface Variant, 2 to 6 percent
Sm	Sebewa silt loam
So	Sebewa silt loam, Clayey substratum
SzA	Symerton loam, 0 to 2 percent slopes
SzB	Symerton loam, 2 to 6 percent slopes
VaB	Varna silt loam, 2 to 6 percent slopes
VaB2	Varna silt loam, 2 to 6 percent slopes, eroded
VaC2	Varna silt loam, 6 to 12 percent slopes, eroded
Wa	Walkill silt loam
Water	Water Greater than 40 acres
WeB	Warsaw loam, 2 to 6 percent slopes
WgB	Warsaw loam, clayey substratum, 2 to 6 percent slopes
WhB	Warsaw silt loam, 2 to 6 percent slopes
WmA	Wasepi sandy loam, 1 to 3 percent slopes
Ww	Wet Alluvial Land
ZuB	Zurich silt loam, 2 to 6 percent slopes

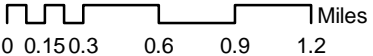


Map 7

Mount Pleasant
Soil POWTS Suitability



1:48,043



Legend

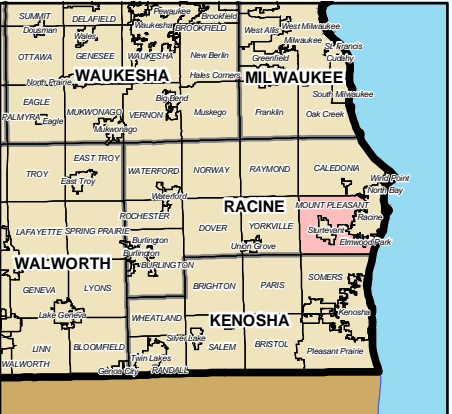
Soils - POWTS Suitability

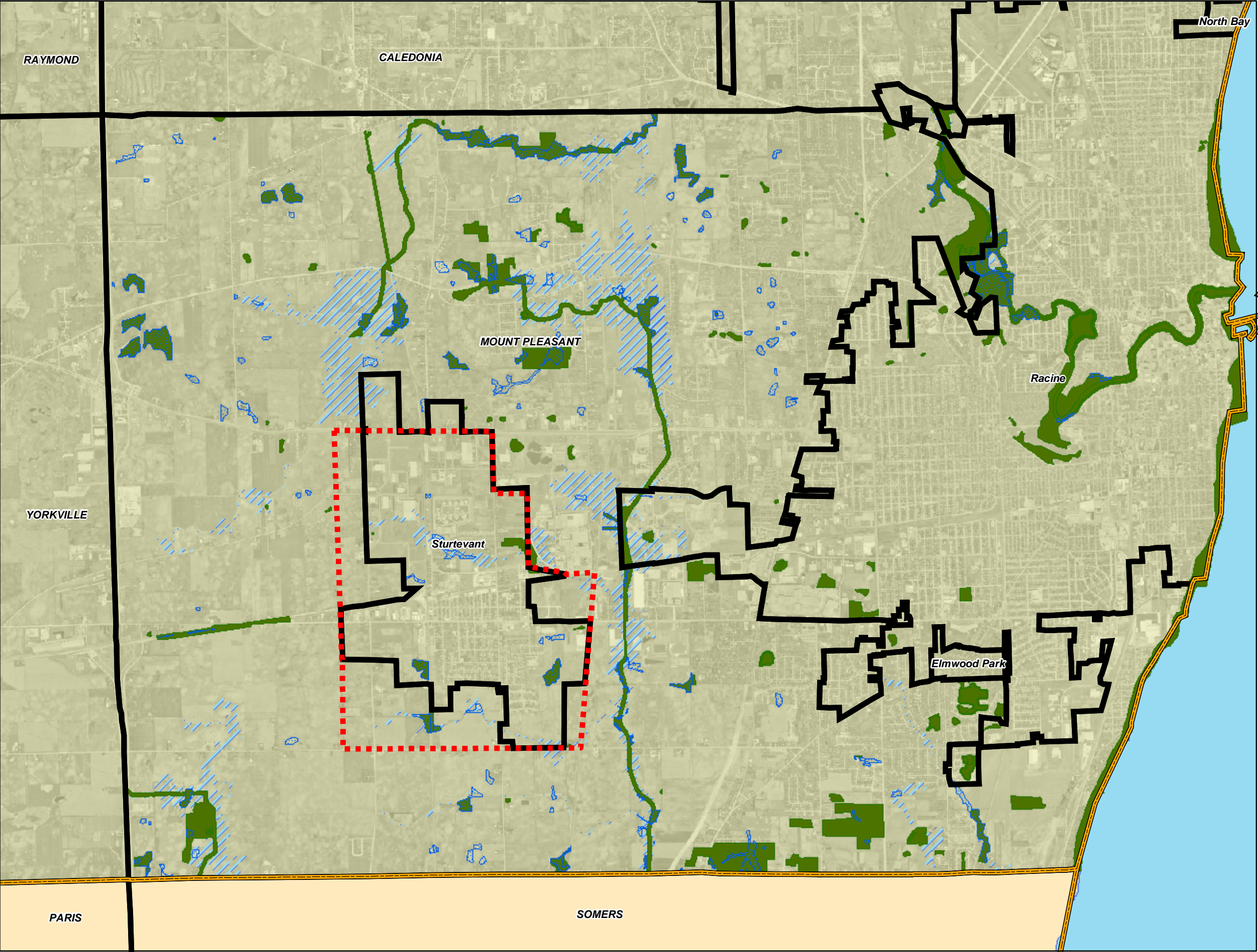
- High
- Moderate
- Low
- Very Low

--- Proposed Boundary Change

▬ MCD Boundaries

▬ County Boundaries

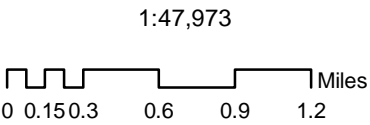




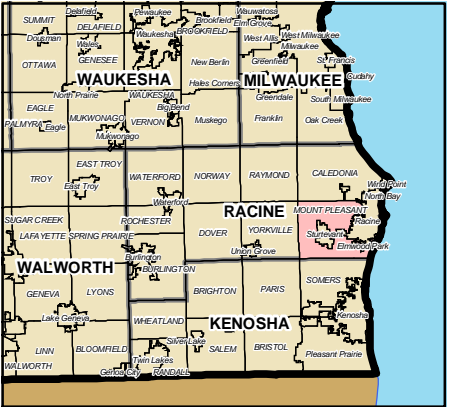
Map 8

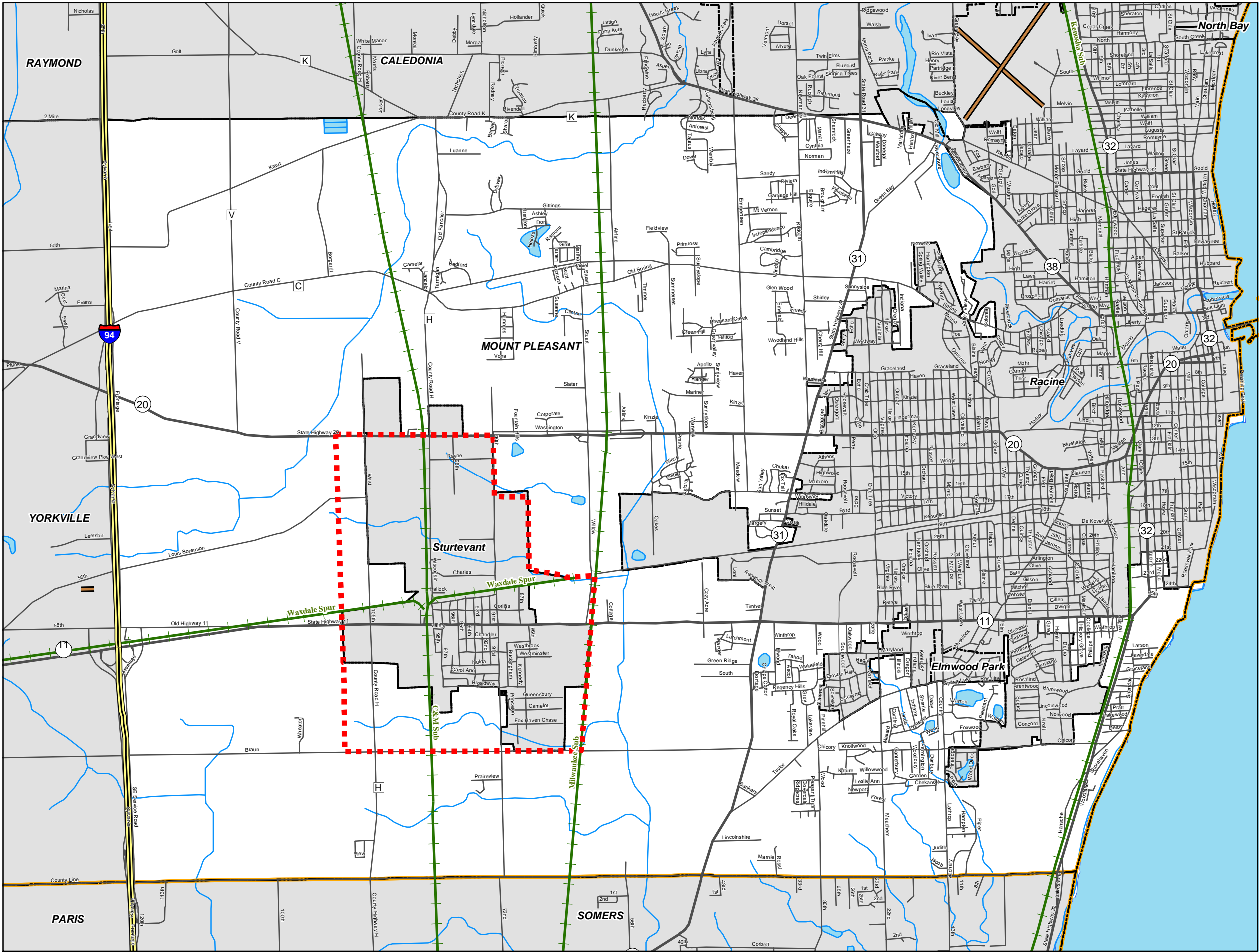
Mount Pleasant

Environmental Corridors



- Legend**
- Environmental Corridors
 - Wetlands
 - Floodplains
 - Proposed Boundary Change
 - MCD Boundaries
 - County Boundaries

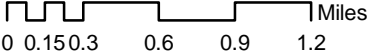




Map 9 Mount Pleasant Transportation

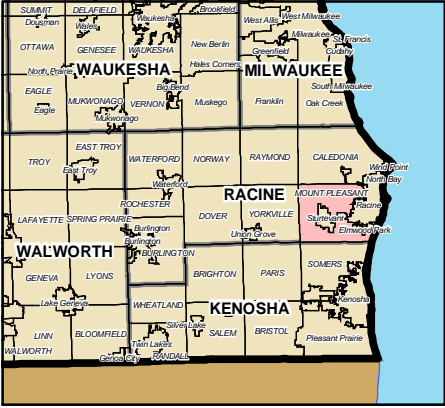


1:48,022



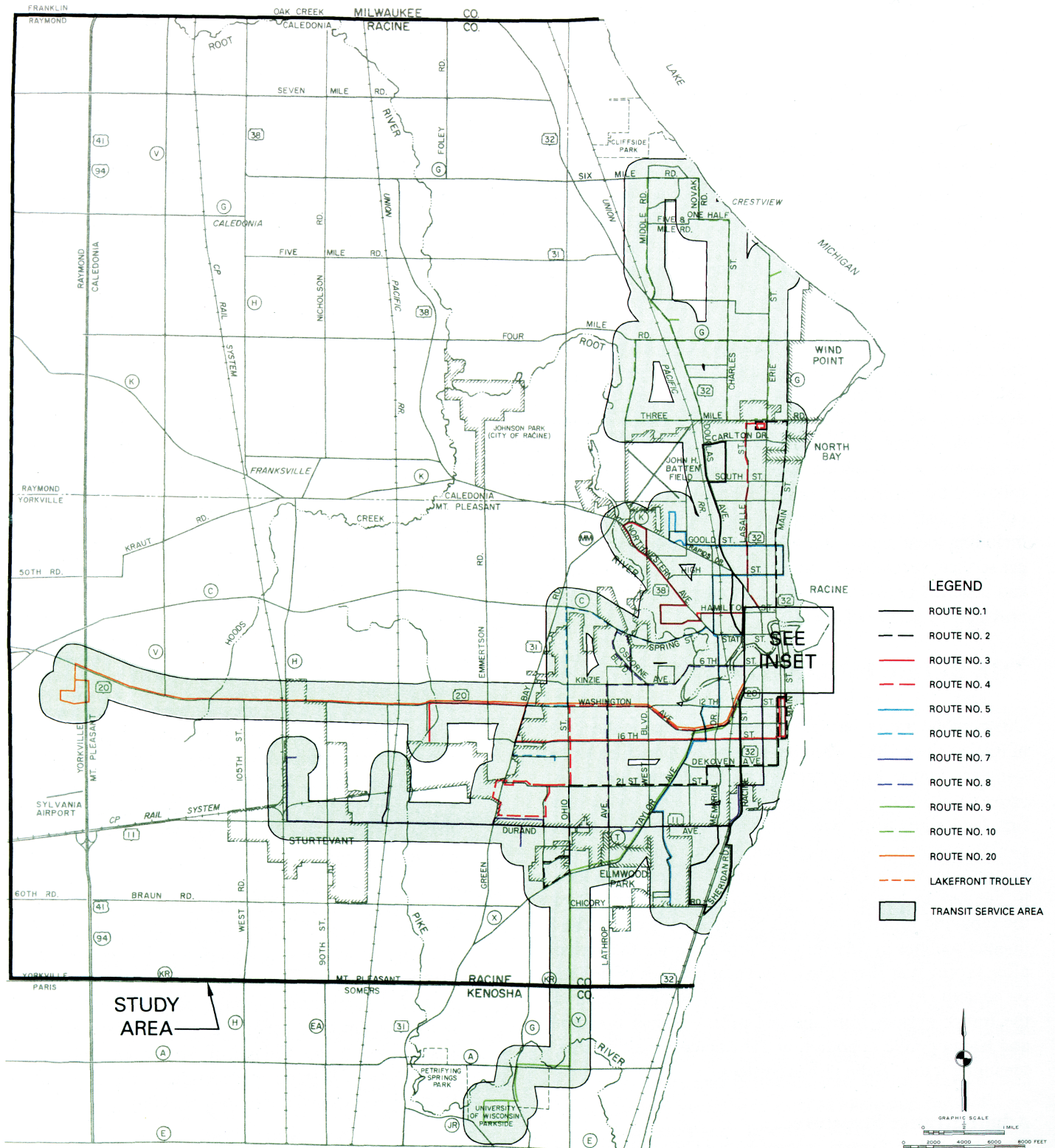
Legend

- Roads
- == Interstates
- + Railroads
- Airport Runways
- Proposed Boundary Change
- State Highways
- ▭ MCD Boundaries
- ▭ County Boundaries



Map 10

FIXED-ROUTE TRANSIT SERVICE PROVIDED BY THE BELLE URBAN SYSTEM: 1997

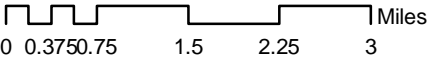


Source: SEWRPC.

Map 11
Mount Pleasant
School Districts



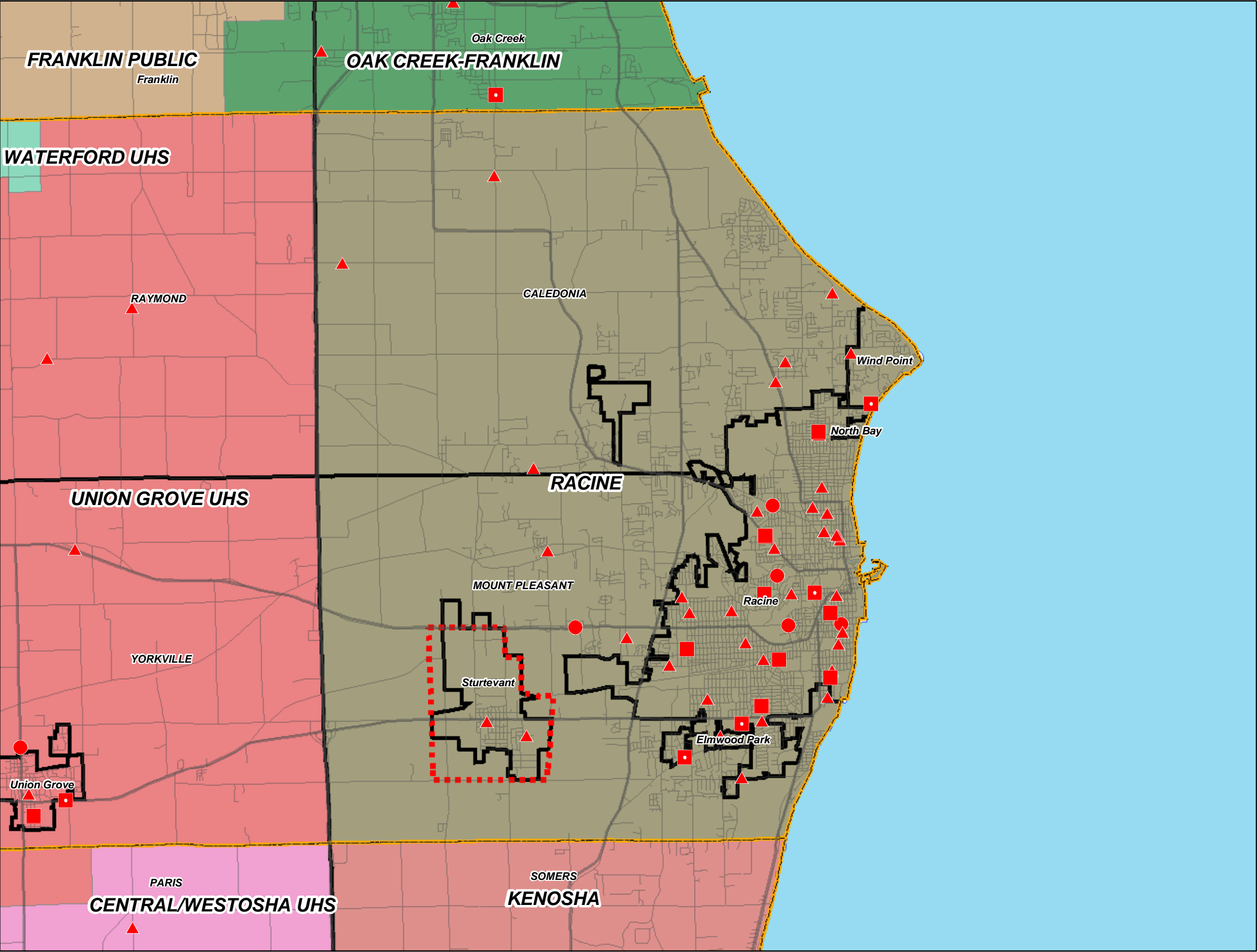
1:100,000



Legend

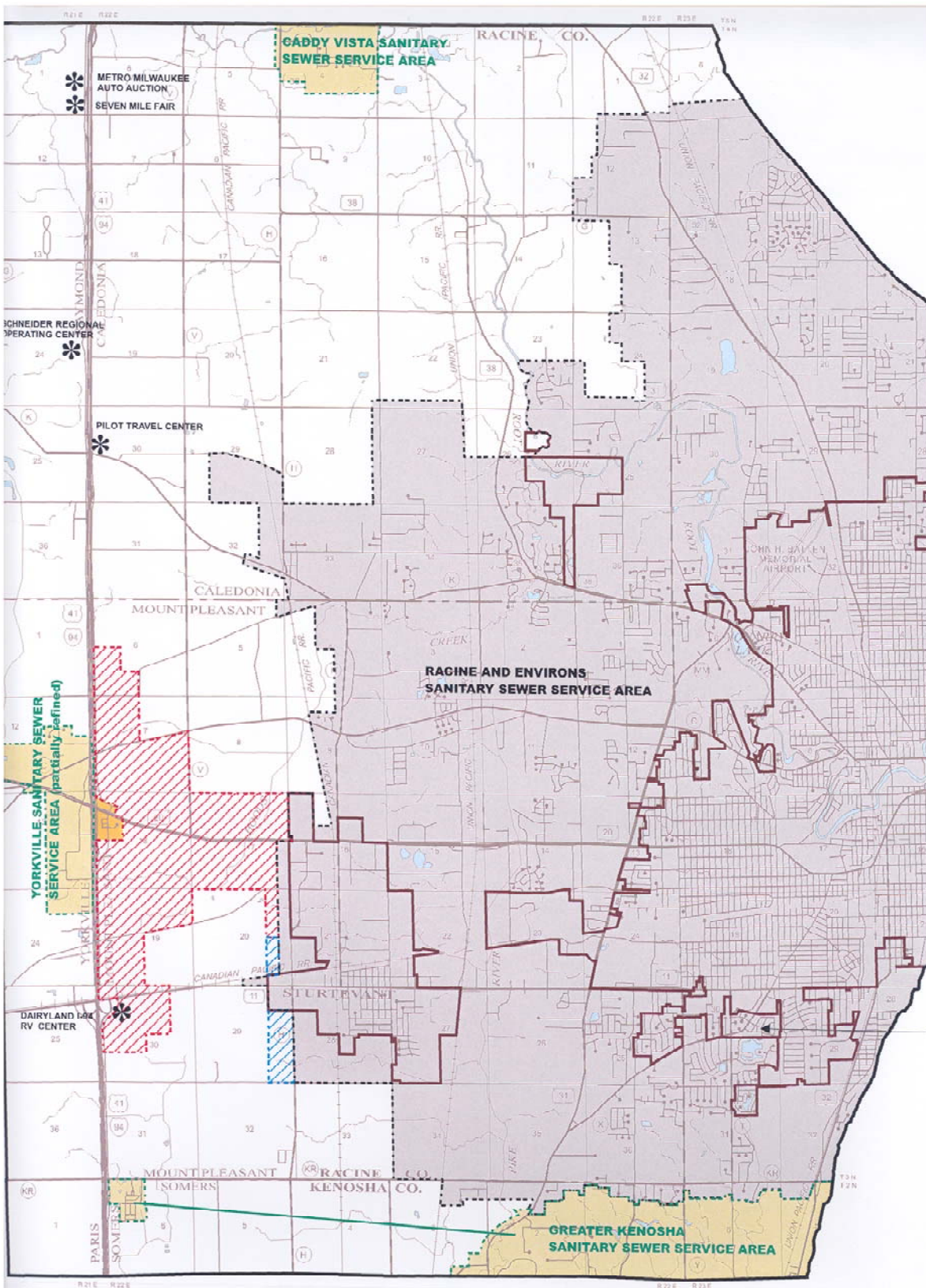
School Building Type

- ▲ Elementary School
- Middle School
- Junior High School
- High School
- K-12 Combined School
- Proposed Boundary Change
- ▭ MCD Boundaries
- ▭ County Boundaries



Map 12

CITY OF RACINE AND ENVIRONS SANITARY SEWER SERVICE AREA AS DEFINED IN SEWRPC COMMUNITY ASSISTANCE PLANNING REPORT NO. 147, AS AMENDED, WITH PROPOSED CHANGES

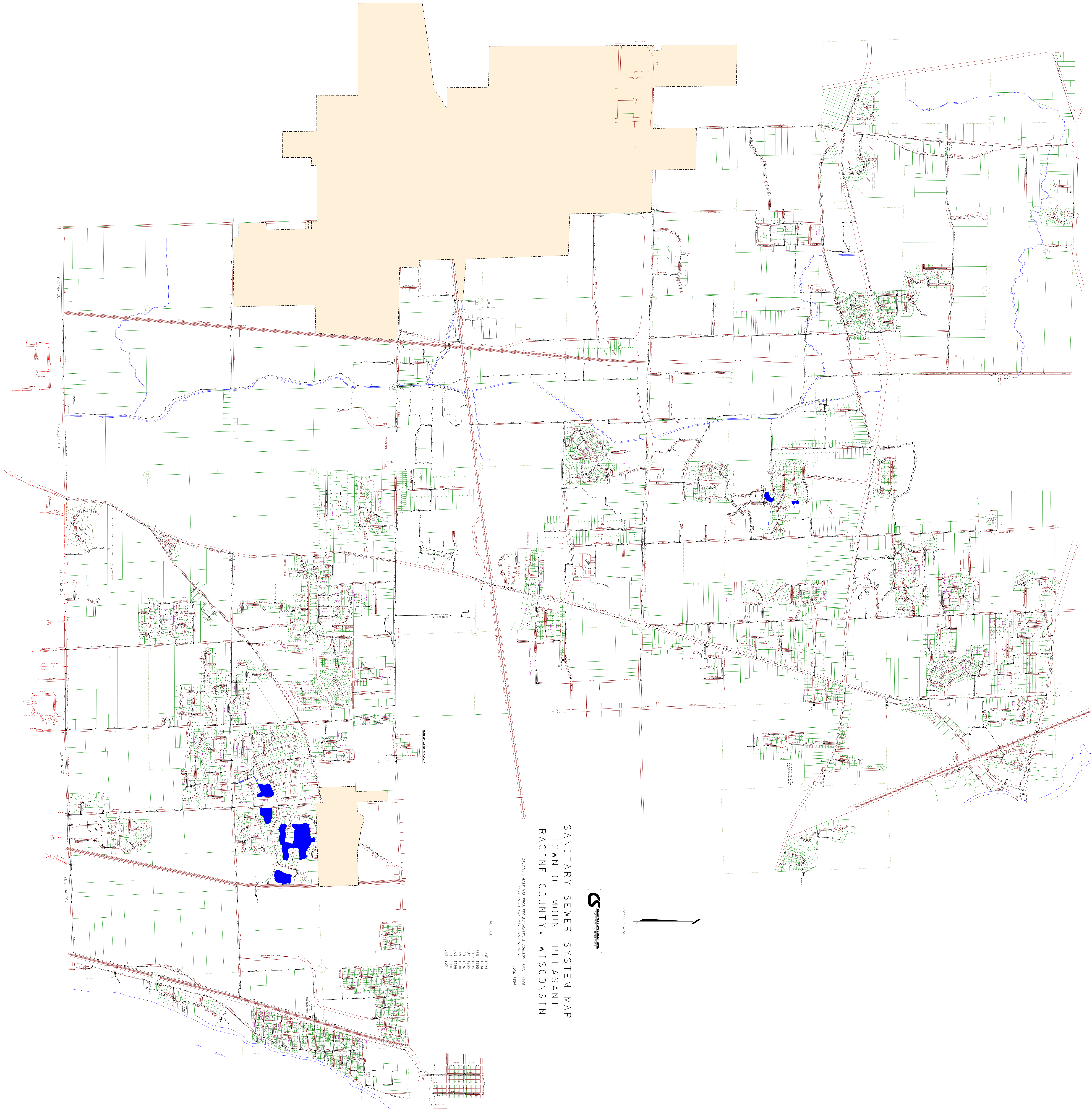


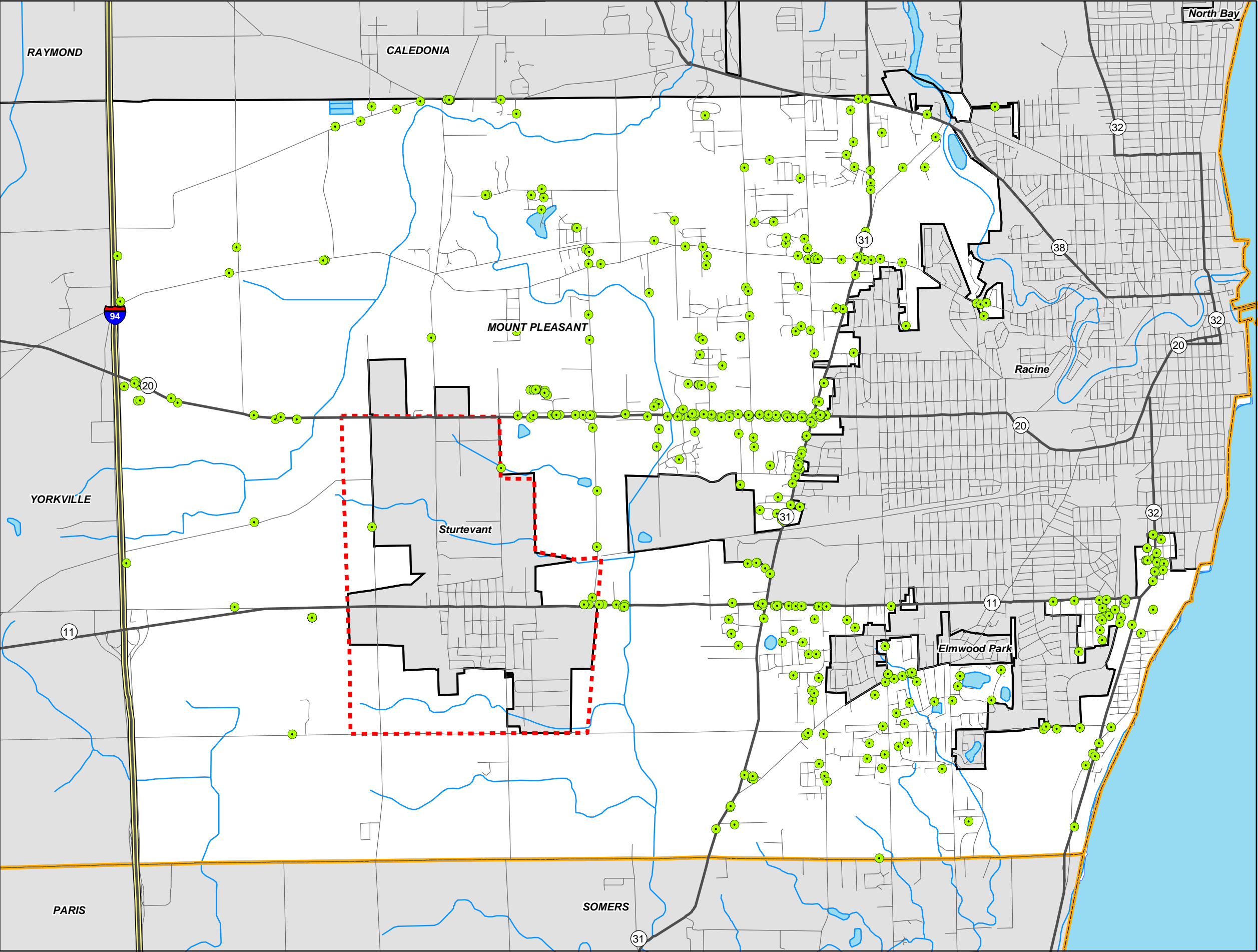
- PRESENTLY ADOPTED RACINE AND ENVIRONS SANITARY SEWER SERVICE AREA AS DEFINED IN SEWRPC COMMUNITY ASSISTANCE PLANNING REPORT NO. 147, AS AMENDED
- LOCATIONS WITH HOLDING TANK WASTES ACCEPTED BY THE CITY OF RACINE SEWAGE TREATMENT FACILITY (ALSO INCLUDES NORTH CAPE ELEMENTARY SCHOOL IN THE TOWN OF RAYMOND—NOT SHOWN)
- OTHER SANITARY SEWER SERVICE AREAS
- AREAS TO BE ADDED TO THE RACINE AND ENVIRONS SANITARY SEWER SERVICE AREA
- AREA TO BE DETACHED FROM THE TOWN OF YORKVILLE SEWER UTILITY DISTRICT NO. 1 SEWER SERVICE AREA AND ATTACHED TO THE RACINE SEWER SERVICE AREA (TIMING TO BE DETERMINED BY LOCAL OFFICIALS)
- CITY AND VILLAGE BOUNDARIES



Source: SEWRPC.

PRELIMINARY DRAFT

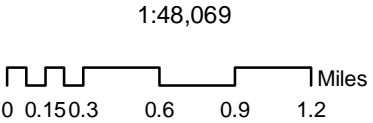




Map 14

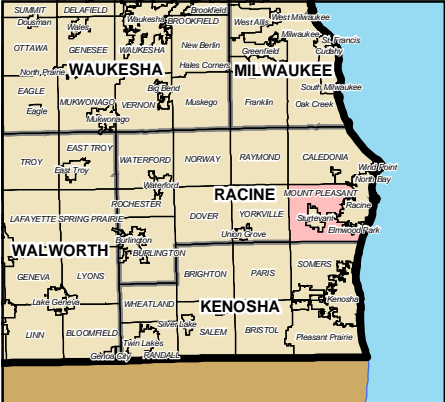
Mount Pleasant

Business Locations

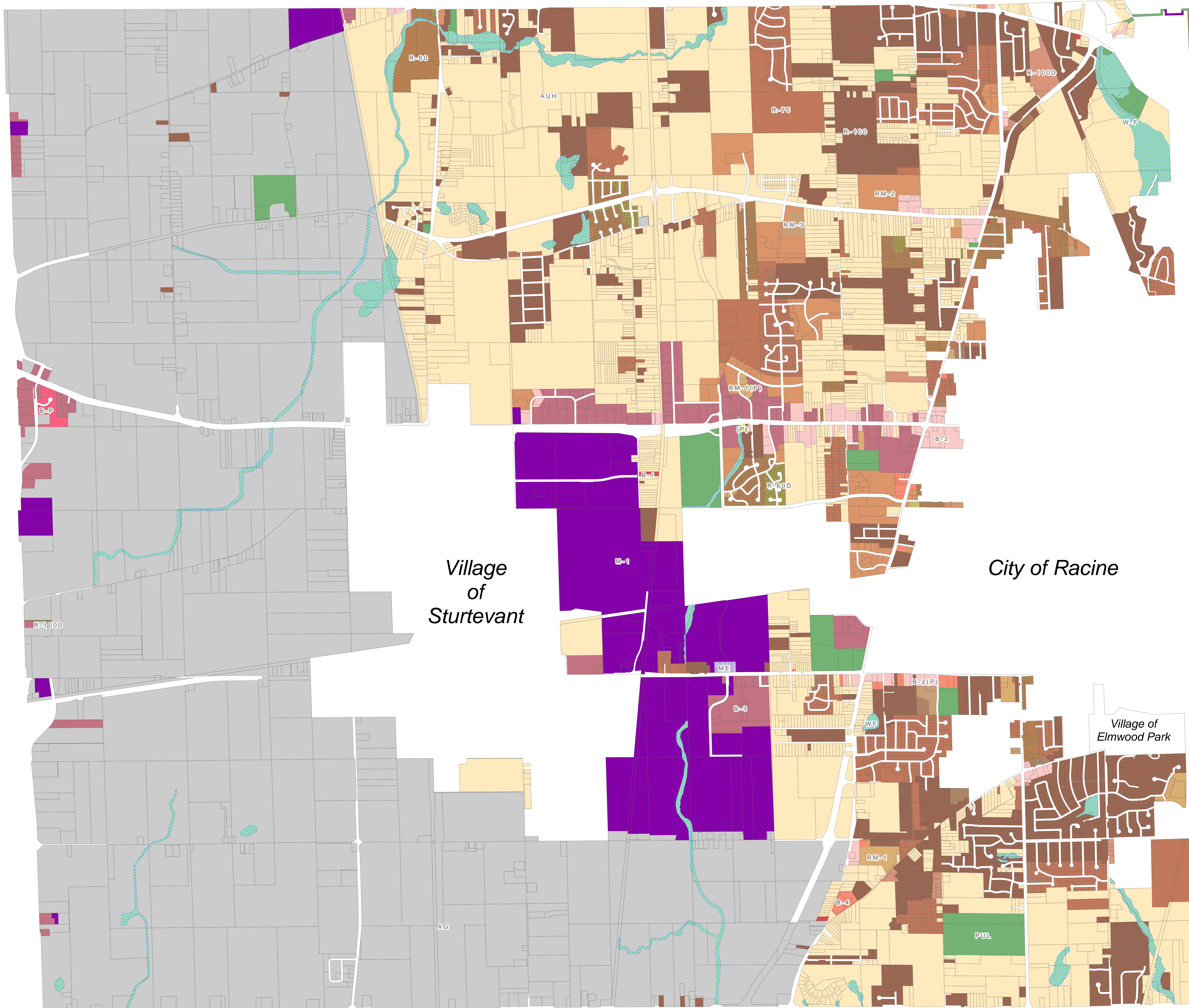


Legend

- Businesses
- Roads
- State Highways
- Interstates
- Proposed Boundary Change
- MCD Boundaries
- County Boundaries

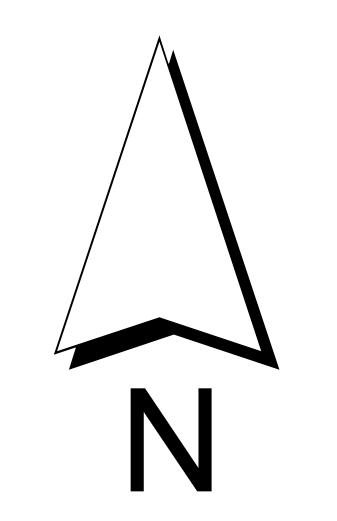


Map 15

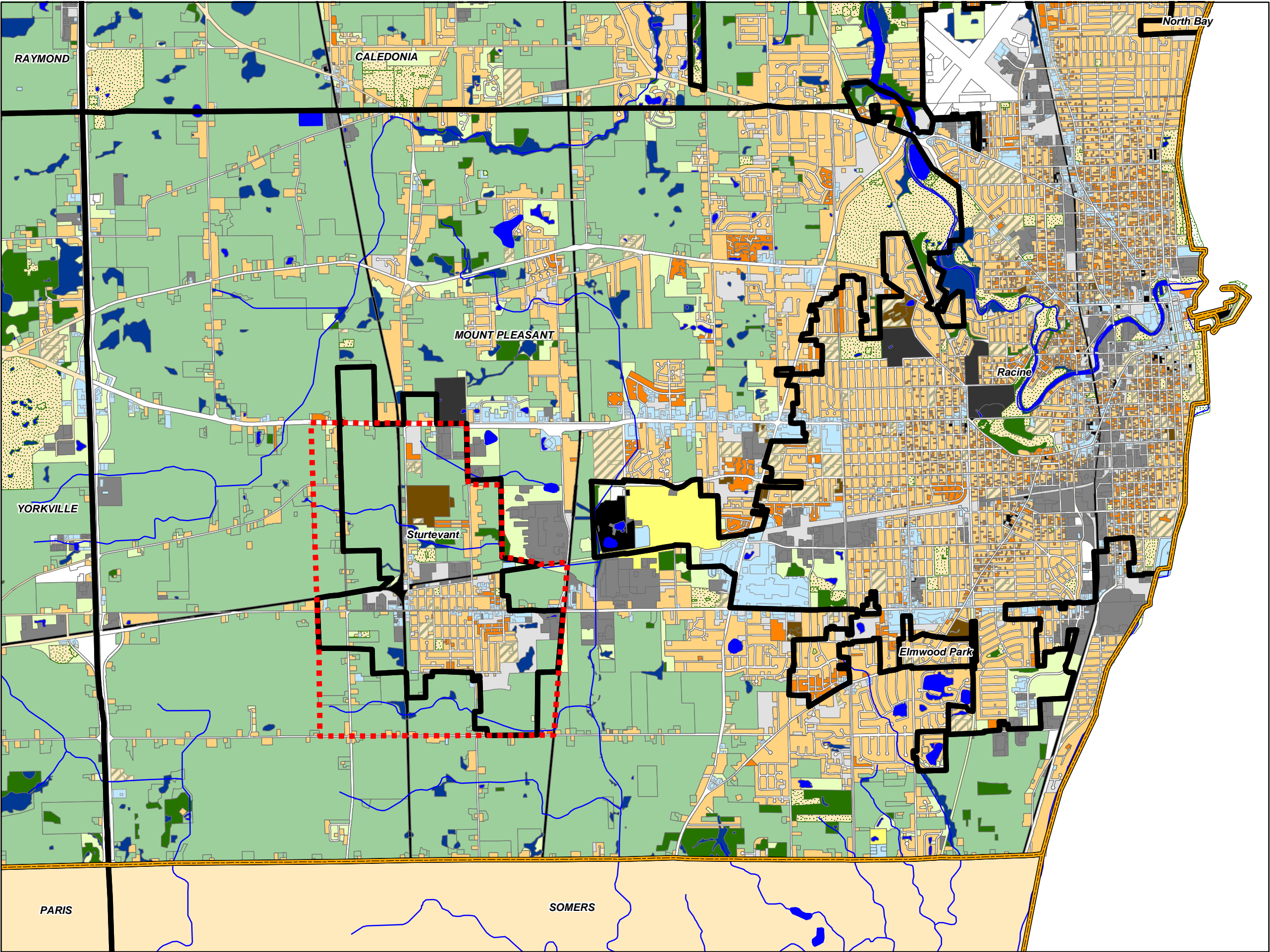


Mount Pleasant Zoning

- | | |
|-----|--------|
| AG | PUL |
| AUH | RM-1 |
| B-1 | R-100 |
| B-2 | R-1000 |
| B-3 | R-100D |
| B-4 | R-40E |
| BA | R-60 |
| B-P | R-60D |
| BB | R-75 |
| P-1 | R-75D |
| M | R1/R2 |
| M-1 | RCH |
| M-E | RM-2 |
| M-F | RM-3 |
| ME | W-F |



1 inch equals 1,000 feet



Map 16

Mount Pleasant

Current Land Use




1:48,228

0 0.150.3 0.6 0.9 1.2 Miles

- Legend**
- Land Use**
- Single-Family
 - Multi-Family
 - Residential-Related
 - Group Quarters
 - Government
 - Comm and Utilities
 - Industrial
 - Urban Unused Land
 - Agricultural
 - Rural Unused
 - Recreation
 - Transportation
 - Woodlands
 - Wetlands
 - Surface Water/Rivers
 - Cemetaries
 - Land Fill
 - Other
- Proposed Boundary Change
- MCD Boundaries
- County Boundaries

Map 17 MOUNT PLEASANT WISCONSIN, YEAR 2030 MASTER PLAN

LAND USE PLAN MOUNT PLEASANT & ENVIRONS

- RESIDENTIAL AREAS INCLUDE CHURCHES, MULTI - FAMILY
- PARK , RECREATION, NATURAL AREAS
- INDUSTRIAL
- INSTITUTIONAL, SCHOOL, GOVERNMENT
- BUSINESS PARK
- LIMITED COMMERCIAL & SERVICES
- COMMERCIAL
- RESIDENTIAL - MIXED/ALT. COLOR SHOWN
- AGRICULTURE, FUTURE USE PER COLOR BOUNDARY SHOWN
- FLOODPLAINS *
- PONDS, LAKES, STORM WATER DETENTION
- STORMWATER DRAINAGE BASINS AS DEFINED BY 2002 DRAINAGE STUDY

SEWRPC AREAS

Southeastern Wisconsin Regional Planning Commission, Waukesha, WI.

- Urban Sewer Service Area Boundary
- Primary Environmental Corridor
- Secondary Environmental Corridor
- Isolated Natural Area
- Prime Agricultural Area

HIGHWAY PLAN

MOUNT PLEASANT & ENVIRONS

- State Highway
- County Highway
- Local Arterial or Collector Street
- Residential Collector
- Neighborhood Street (R = Rural U = Urban)
- Pedestrian Way  / Bike Path

MOUNT PLEASANT PLAN COMMISSION RACINE COUNTY, WISCONSIN

COMMISSIONERS

Richard R. Schaffer, Chairman
William L. Matelski, Vice Chmn.
Roy D. Petersen, Sec. (Resigned)
Arden K. Kiehbauch, Sec. - Davis R. Driver

Planning Staff

Ronald R. Meyer, Jr., Plan Director
Michael L. Honold, Deputy Dir. - Natalie R. Braun, Admin.
Matthew J. Fineour, Storm Drainage
Russell Knetzger, AICP, Plan Consultant

Board of Supervisors

Joseph S. Clementi, Chairman
Mark M. Gleason - James M. Turek
Kenneth H. Flones - Thomas W. Smith

MAPPING ASSISTANCE AND DATA BY:
S.E.W.R.P.C., Waukesha, WI
RACINE COUNTY LIO, Racine, WI
Michael Silich, Land Information Officer
CRISPELL-SNYDER, INC., Lake Geneva, WI
Justin Conner - GIS/Mapping Technician
Plotted: November 25, 2002

* Note: The Pike River floodplain has been modified to show expected levels upon completion of the Pike River Restoration Project. This is not the current floodplain extent nor is it the FEMA boundary.

MOUNT PLEASANT, WISCONSIN